Annual Conference on Community Development and Panchayati Raj and Conference of State Ministers of Community Development and Panchayati Raj at New Delhi

24 JUN 1976

July - August, 1962

MAIN RECOMMENDATIONS, PROCEEDINGS & AGENDA NOTES

सत्यमेव जयते

MINISTRY OF COMMUNITY DEVELOPMENT, PANCHAYATI RAJ AND COOPERATION
(DEPARTMENT OF COMMUNITY DEVELOPMENT AND PANCHAYATI RAJ)
GOVERNMENT OF INDIA

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CONTENTS

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PART I

ANNUAL CONFERENCE ON COMMUNITY DEVELOPMENT AND PANCHAYATI RAJ

SECTION I : MAIN RECOMMENDATIONS

Serial No.		Page
1.	Review of action taken on important recommendations of the previous Conference. ...	1
	AGRICULTURAL PRODUCTION	
2.	Village Agricultural Production Plans. ...	2
3.	Poultry, Milk products and Fisheries development in C. D. Blocks around larger urban centres. ...	3
4.	Maintenance of irrigation works by panchayats and other local organisations. ...	5
5.	Implementation of schemes of local manurial resources and chemical fertilizers ...	7
6.	Introduction of Bio-gas plants on an extensive scals. ...	8
7.	Improved implements ...	9
8.	Marketing of agricultural produce. ...	9
9.	Review of progress and problems of multiplication and distribution of improved seeds. ...	10
10.	Soil Conservation. ...	11
11.	Farm Forestry. ...	12
12.	Rural Industries Programme ...	12
	WEAKER SECTIONS OF THE COMMUNITY	
13.	Drinking-water supply. ...	17
14	Economic programme of poultry. disbursement of loans, etc., ...	18
15.	Rural Housing coordinated programme. ...	18
16.	Role of Panchayati Raj bodies in Cooperative Farming and special benefits to Weaker Sections. ...	19
17.	Women & Children's Programme and training of workers. ...	19
18.	Youth Programme and training of youth workers. ...	20
19.	Social Education—adult literacy and education. ...	22
	HEALTH	
20.	Rural Water Supply. ...	23
21.	Family Planning. ...	24
22.	Applied Nutrition programme. ...	25
23.	Tribal Development Blocks. ...	25
	PANCHAYATI RAJ	
24.	Ten-Point Test—review. ...	27
25.	Demarcation of jurisdiction of urban and rural local bodies for integrated development. ...	28

Serial No.		Page
26.	Panchayati Raj institutions and the welfare of backward classes. ...	28
27.	Report of the Study Team on Nyaya Panchayats. ...	29
28.	Training Programme—A review. ...	30
	APPENDICES	
1.	Welcome speech by Shri B. S. Murthy, Deputy Minister, Community Development and Panchayati Raj (Summary). ...	33
2.	Inaugural speech by Shri Gulzari Lal Nanda, Deputy Chairman of the Planning Commission (Summary). ...	34
3.	Address by the Chairman of the Conference, Shri V.T. Krishnamachari. ...	36
4.	Speech at the inaugural session by the Union Minister of Community Development, Panchayati Raj and Cooperation (Summary). ...	42
5.	Summary of the Main Recommendations and Conclusions. ...	44
	SECTION 2 : AGENDA NOTES	
1.	Review of action taken on important recommendations of the previous Conference. ...	64
2.	Agricultural Production ...	
	(i) Village Agricultural Production Plans. ...	70
	(ii) Poultry, Milk products and Fisheries development in C. D. Blocks around larger urban centres. ...	71
	(iii) Maintenance of irrigation works by Panchayats and other local organisations. ...	76
	(iv) Implementation of schemes of local manurial resources and chemical fertilizers. ...	77
	(v) Introduction of bio-gas plants on an extensive scale. ...	83
	(vi) Improved implements. ...	85
	(vii) Marketing of agricultural produce. ...	86
	(viii) Review of progress of multiplication and distribution of improved seeds. ...	92
	(ix) Soil Conservation. ...	93
	(x) Farm Forestry. ...	94
3.	Rural Industries Programme. ...	96
4.	Weaker Sections of the Community	
	(a) Drinking-water supply ; ...	103
	(b) Economic Programme of poultry, disbursenment of loans etc. ...	103
	(c) Rural Housing coordinated programme. ...	104
	(d) Role of Panchayati Raj bodies in Cooperative Farming and special benefits to Weaker Sections. ...	105
5.	(a) Women & Children's Programme and training of workers. ...	111
	(b) Youth Programme and training of youth workers. ...	124
6.	Secial Education—adult literacy and education. ...	127
7.	Health	
	(a) Rural Water Supply ...	131
	(b) Family Planning ...	133
	(c) Applied Nutrition programme ...	135

Serial No. | Page

8. Tribal Development Blocks. ... 137

9. Panchayati Raj ... 142

(a) (i) Ten-point Test—review. ... 142

(ii) Demarcation of jurisdiction of urban and rural local bodies for integrated development ... 142

(iii) Panchayati Raj institutions and the welfare of backward classes ... 148

(b) Report of Study Team on Nyaya Panchayats. ... 152

10. Training Programme—A review ... 156

PART II

CONFERENCE OF STATE MINISTERS OF COMMUNITY DEVELOPMENT AND PANCHAYATI RAJ

SECTION 1 : MAIN RECOMMENDATIONS & CONCLUSIONS & SUMMARY RECORD OF THE PROCEEDINGS.

1. Main Recommendations and Conclusions of the Conference. ... 161

2. Procedings of the Conference (Summary Record). ... 165

APPENDICES

1. Welcome Speech by the Union Minister of Community Development, Panchayati Raj & Cooperation (Summary). ... 171

2. Inaugural Speech by the Prime Minister (Summary). ... 173

3. Concluding speech by the Union Minister of Community Development, Panchayati Raj & Cooperation (Summary). ... 175

4. List of State Ministers of Community Development and Panchayati Raj and Chief Commissioners present at the Conference. ... 176

5. List of special invitees present. ... 177

SECTION 2 : AGENDA NOTES.

1. Review of action taken on important recommendations of the last Conference. ... 178

2. (a) Progsess of Panchayati Raj ... 180

(b) Incentives and Deterrents in Panchayati Raj. ... 180

3. Recommendations made by the Annual Conference. ... 184

4. Post Stage II Blocks—Routing of funds and Permanency of staff ... 185

5. Integrated services for Child Welfare (including 2 supplementary notes). ... 194

6. Holding of Regional Study Camps of M. Ps, M. L. As and others. ... 204

PART I

Section 1—Main Recommendations of Annual Conference on Community Development & Panchayati Raj held from 30th July to 1st August, 1962.

1. Review of Action taken on Important Recommendations of the Previous Conference—[Agenda Item—(1)]

1·1. The Conference reviewed the action taken on the important recommendations of the Annual Conference on Community Development and Panchayati Raj held at Hyderabad in July, 1961.

1·2. *Gram Sabha*—The existing position was noted. The Gram Sabha was already statutorily recognised in nine States and other States were considering the question. Only Kerala had expressed itself against such recognition. The question of the functions to be assigned to the Gram Sabha should be reviewed in the light of the report of the Study Team on Gram Sabha.

1·3. *Matching grants to Panchayats*—The Conference was generally in favour of the principle of matching grants. The question of devising a suitable procedure for making prompt payments of matching grants to Panchayats was discussed. It was noted that in Madhya Pradesh interim payments were made to Panchayats and adjusted when audited figures became available. In Madras, the payments were made by the RDOs every half year on the basis of the collection figures. The Conference considered that the procedure adopted in Madras or a similar procedure whereby an advance of matching grant could be made without insisting on audited figures of collection of taxes might be followed by the State Governments.

1·4·1. *Making certain items of taxation obligatory and mentioning the names of tax defaulters at Gram Sabha meetings*—The question of making certain items of taxation compulsory was under consideration in Maharashtra and Rajasthan. Certain items were already compulsory in few States. The Jammu & Kashmir Government would take a decision in this regard after the report of the Panchayati Raj Committee set up by them was finalised.

1·4·2. The names of tax defaulters were being mentioned in the Gram Sabha meetings, only in a few Panchayats of Uttar Pradesh. It was suggested that in the Panchayat and Panchayati Raj Acts, a provision should be made for disqualifying persons who default in the payment of taxes to any of the Panchayati Raj bodies, from contesting elections to the Panchayati Raj institutions.

1·5. *Co-option of specialists to Standing Committees of Panchayati Raj Institutions* It was agreed that the views of the remaining State Governments on this question should be ascertained, and the position reviewed thereafter.

1·6. *Boards or Commissions at the District/State level for recruitment to Panchayati Raj bodies and to hear appeals on service and disciplinary matters*—The present position obtaining in this respect was explained by delegates from Andhra Pradesh, Rajasthan, Punjab, Mysore, Orissa and Assam.

1·7. *Conference of Panchayats to review working of Panchayat Samitis*—The Conference of Panchayats was held in a few States only. It was felt that the States, which have not yet held the Conference might do so as early as possible.

1·8. *Integrated publicity programme for the Third Plan period*—The States, which have not so far implemented the decision of the last Conference to draw up an integrated publicity programme for the Third Plan period, might take necessary action as early as possible.

1·9. *Publications in regional languages*—It was urged that the Centre should pay 50 per cent of the total expenditure involved in translating and printing publications in regional languages, irrespective of how the remaining 50 per cent of the expenditure was met by the State Governments. The intention of some States was to collect a portion of the expenditure from the Panchayats, who will be supplied with these publications. According to the existing orders, however, the Centre bore only 50 per cent of the expenditure incurred by the State Governments. It was agreed that this question should be examined by the Ministry of Community Development, Panchayati Raj and Cooperation.

AGRICULTURAL PRODUCTION

2. Village Agricultural Production Plans—[Agenda Item No. 2(i)]

2·1. The Conference recognised the crucial need for increasing agricultural production and the importance of village agricultural production plans as the principal means for mobilising all cultivators in the village agricultural effort. It was agreed that concerted efforts should be made to prepare production plans in all the villages of the Block. These should be simple and invariably aim at exploitation and utilisation of locally available resources as also outside assistance *e. g.* fertilizers, credit, pesticides, foundation seeds etc.

2·2. The build up of such plans involved two processes :—an indication by the higher agencies and the cooperative organisation of the supplies and services which they would be able to offer for the programmes and the framing of proposals by villagers and making commitments by them for the entire period in regard to the programmes to be carried out, customary obligations to be fulfilled, full use of irrigation and other facilities available etc. Production programmes would differ in regard to areas where there were major and medium irrigation projects or where there was adequate rainfall and in regard to unirrigated dry areas.

2·3. To ensure maximum participation on the part of the cultivators, the Panchayats etc., it was essential that the official machinery, both administrative and technical, should play its due role in regard to technical guidance, supplies and services. This machinery should be strengthened wherever necessary. Only thus could maximum benefits be derived from the existing programmes.

Cooperatives would also need orientation. The State Governments should take steps to ensure that Cooperatives in their loaning operations especially in the matter of investment in land resources, follow closely the village agricultural production plans.

2·4. The Conference felt that the staff in technical departments, wherever necessary, should be strengthened so as to assist the Extension Agency and the Panchayati Raj institutions to intensify agricultural production programmes.

2·5. The following further suggestions were agreed to :

(i) The Agricultural Extension Officer at the block should write confidential reports of the V. L. Ws. This should be taken into consideration by the B. D. Os. before recording his remarks.

(ii) The Collector should obtain the views of the District Agricultural Officer in writing on the work of the B. D. Os. in so far as it relates to agricultural production before recording his remarks in the confidential reports.

2·6. It was agreed that in areas where existing programmes have been effectively implemented and fullest use of existing resources made or where the programmes are inadequate, additional programmes for agricultural production should be drawn up and additional funds for the purpose assured during the Third Plan period.

2·7. The proforma for preparing Village Agricultural Production Plans, as accepted at the Baroda Workshop, may be translated by the State Governments in regional languages and supplied to the Panchayats. Modifications in the proforma wherever necessary may be made to suit local conditions.

3. Poultry, Milk products and Fisheries Development in CD Blocks around larger urban centres—[Agenda Item No. 2(ii)]

(a) Development of Poultry in CD Blocks around larger urban centres

3·1. The Conference considered the agenda note on the subject and genrally agreed with the approach indicated therein. It agreed that to develop intensive zones of poultry round about large urban consuming centres and other suitable areas the following requirements should be kept in view :—

(i) Supply of improved stock ;

(ii) Supply of mixed poultry feed and feed supplement ;

(iii) Facilities for artificial hatching ;

(iv) Grant of loans and subsidies for poultry houses and for the purchase of improved stock, feed, equipment, etc ;

(v) Facilities for protection of birds against diseases ;

(vi) Training of farmers in modern methods of poultry keeping ;

(vii) Technical assistance and guidance to poultry farmers in modern methods of poultry keeping ;

(viii) Provision of adequate marketing facilities.

3·2. Provision of revolving capital for processing of poultry feed and marketing of eggs was recommended in order to ensure successful implementation of poultry development programmes.

3·3. The Conference recommended that the Ministry of Food and Agriculture might circulate to the State Governments a concrete plan of action, recommending organisational and other facilities required.

3·4. The Conference agreed that as far as possible cooperatives should be utilized for the development of poultry by the farmers.

(b) Development of milk in CD Blocks around larger urban centres

3·5. The Conference noted that a number of milk schemes were operating in the States and several more were provided for in the Third Five-Year Plan. These schemes had created the marketing incentive necessary for increasing milk supply in the rural areas. To achieve this objective, the following aspects should be kept in view :

(i) Improvement of the animals ;

(ii) Improvement of feed and fodder resources ;

(iii) Provision of adequate marketing facilities.

3·6. A provision of Rs. 5 crores had been made in the Third Five-Year Plan under dairy development for the grant of loans to producers to purchase milch animals. Provision also existed in some other schemes, *e. g.*, the mixed farming scheme, and some funds could also be made available from the block funds. In locating breeding bulls and artificial insemination centres, preference should be given to these areas.

3·7 Progress in developing feed and fodder resources has been very slow. It was agreed that fodder production should find a place in the village agricultural production plans. Substantial reduction in water rates for fodder cultivation would also provide a real incentive.

3·8. The Conference suggested that the State Departments of Animal Husbandry might survey the existing position in each milk zone for assessing the future potentialities and prepare a concrete action programme for increasing the production of milk therein.

3·9. As regards cooperatives, the Conference endorsed the policy laid down in the Third Five-Year Plan that collection and supply of milk should be undertaken by a network of producers' cooperatives in the villages and that processing and distribution of milk should be organised through plants operated, as far as possible, on cooperative lines. The same approach was desirable in the case of milk schemes around the smaller urban centres. A letter had already been circulated by the Ministry of Food & Agriculture to the States on the subject.

(c) Fisheries Development

3·10. The Conference took note of the important role both inland and marine fisheries could play in the economic development of the country. The advances made in production of fish seed by induced breeding in the inland fisheries sector and in the development

of off-shore fisheries as a result of exploratory fishing were specially mentioned. The contribution of inland fisheries in regard to the development of revenue resources of the Panchayats was also recognised.

3.11. It was agreed that an incentive to increase fish production can be given by providing adequate marketing arrangements and attractive price for the fish produced by the primary units.

3.12. It was recommended that :—

3.12.1. An integrated plan for pruduction, collection, processing, transportation and marketing of fish in block areas and their distribution in the urban centres should be formulated in each State. In this connection, the case of the Gujarat Fishermen's Cooperative Marketing Society could be studied.

3.12.2. Schemes like fish seed farms, fish stocking, development of reservoirs, distribution of fishery requisites, mechanisation of fishing craft, provision of ice plant and cold storage, and establishment of fish markets should be located in blocks around selected urban centres.

3.12.3. Such an integrated plan should be operated, as far as possible, on a cooperative basis by organising primary fishermen's cooperatives in block areas for undertaking programmes of fish production and linking them with a cooperative federation for collection, transportation, storage and marketing.

3.12.4. Funds for such an integrated plan may be found from:-

(i) Block funds under 'Agriculture' ;

(ii) State plan schemes ;

(iii) Loans from centrally sponsored schemes of the Ministry of Food and Agriculture for the fishing industry.

3.12.5. The urban centres should also be provided with cold storage, hygienic fish markets and proper transport facilities.

3.12.6. Foreign exchange may be made available for import of nylon yarn and engines for boats for stepping up fish production, and import licence for these should be given as far as possible to fishermen's cooperatives or their federations.

4. Maintenance of Irrigation Works by Panchayats and other local organizations. [Agenda Item No. 2(iii)]

4.1. The Confernce was of the view that for purposes of maintenance, Minor Irrigation works could be classified into three categories : –

(a) Works such as wells, pump sets, etc. owned by individual cultivators ;

(b) Works benefiting groups of cultivators, bigger in scope than individual works, yet too small and scattered to be looked after by State technical departments.

(c) Works constructed and maintained by State technical departments.

4.1.2. The problem of maintenance was particularly acute in the case of works under category (b). Many of them originally belonged to Zamindars, but were now vested either in the Government or in the Panchayats. No water-rates were charged on these works at present.

4.2. The Conference reiterated the recommendations made at the earlier Annual Conferences in regard to :—

(a) Legislation for enforcing obligations and fixing responsibility for construction and maintenance of field channels of benificiaries, whereby in case of default the work may be taken by the Panchayats or ultimately by the Government at the cost of the beneficiaries.

(b) Survey and integrated planning of minor irrigation possibilities at the block and district levels.

(c) Provision of facilities for repairs of engine, pump sets and other lift appliances. Pumps within a district or a specified area should be of the same make and type for the facility of maintenance.

4.3. The responsibility for maintenance of works in category (b) should be unambiguously placed on the village Panchayats or Panchayat Samitis. The following measures may also be taken in addition :

(a) Annual funds to the extent of actual average outlay, if any, incurred by the Government on the maintenance of these works, during the last 3 or 4 years prior to their transfer to the Panchayat or the Panchayat Samiti should be placed at the disposal of these bodies.

(b) In case of protective works hitherto not maintained by the State technical departments and in whose case levy of irrigation charges by the panchayats may not be adequate to defray the maintenance cost, the State Government should consider providing necessary additional funds to the panchayats for satisfactory maintenance of these works.

(c) The Panchayats should be empowered by legislation to levy suitable charges on the beneficiaries to defray the maintenance expenditure.

(d) Complete control of the works should be transferred to the Panchayat institutions so that the latter may bring about improvements, such as development of fisheries, plantation of trees, etc. that may benefit the community as a whole.

(e) Proper technical standards for the maintenance of various types of works should be prescribed by the concerned departments for adherence while carrying out the necessary repairs. The services of the block overseers should also be made available for technical guidance.

(f) As a safeguard against possible default of maintenance by Panchayats provision should be made empowering Government to take over the works; carry out the necessary maintenance and to recover the cost from the concerned bodies/beneficiaries.

4.4 In cases in which it was not feasible to transfer the works to Panchayats or where it is otherwise considered desirable, special irrigation cooperatives of beneficiaries should be organised. If two-thirds or more of the beneficiaries from such a cooperative and the remaining derive benefits, then the irrigation cooperative should be authorised to levy the necessary charges form the non-beneficiaries and enforce all the obligations that may be imposed on the members of the cooperative society in regard to levy of maintenance cess, etc. Such a provision exists in some State Cooperative laws.

4.5. The existing tanks in the command of major/medium irrigation works should continue to be maintained so as to provide supplemental irrigation for rabi and form an integral part of the main irrigation system.

4.6. As regards the question of having a uniform national policy on betterment levy and customary obligations of beneficiaries, the Conference recommended its consideration by the Planning Commission and the National Development Council.

5. Implementation of schemes of local manurial resources and chemical fertilizers. [Agenda item No. 2 (iv)]

5.1. *Local Manurial Resources*—The current appraisal made by the Ministry of Community Development. Panchayati Raj and Cooperation indicates that only about 10,000 tons of compost is being produced per block. This could be increased three fold to fulfil the Third Plan target of 150 million tons of rural compost for the whole country. The need to intensify the efforts to develop and utilise local manurial resources was recognised and it was agreed that the State Governments should maintain the orginal targets accepted for the Third Plan period.

5.2. States which have not so far taken up the scheme for pilot sample surveys may make a start now.

5.3. It was noted that the survey of the local manurial resources already formed part of the Village Agricultural Production Plans.

5.4. As the preparation and utilization of night soil compost was still in the stage of introduction and was gaining popularity slowly, further efforts should be made to educate the people and their organizations in this regard.

5.5. The programme of training of block officials and other functionaries was already being implemented, but the training of farmers in the development and utilization of local manurial resources should be intensified.

5.6. The scheme of farm forestry in the Third Five-Year Plan was being implemented to raise the plantation of fuel trees in panchayat areas.

5.7. Special campaigns to develop manurial resources at a convenient time during slack agricultural season should be organised.

5.8. ***Chemical Fertilizers***—To push up the consumption of fertilizers in general and of less popular fertilizers in particular, construction of rural godowns and facilities for storage, demonstration, specially in the use of less popular fertilizers, training of field workers and non-officials, substantial price differential between popular and less popular fertilizers, and propaganda and publicity through films should be undertaken. No demonstrations, in general were now necessary for Ammonium Sulphate, except in special areas and under special circumstances.

5.9. The main difficulty in accelerating the pace of godown construction is the shortage of construction materials like cement, sheet metal and coal. Special efforts should be made to make the supplies available in time. Since the cost of construction has increased by 25 to 30 per cent the question of proportionately raising the present ceiling of Rs. 10,000 for construction of rural godowns should be considered.

5.10. The training of salesmen of cooperative societies in the elementary aspects of fertilizers was recognised, and it was agreed that the State Departments of Agriculture should organise this training at the district and block levels.

5.11. Every State had prepared Block Agricultural Production Plans of which the consumption of fertilizers formed an important part. There was no reason why indents from States should not be based on these Plans. On this basis there should be no difficulty in issuing timely despatch instructions. If, as a result of experience, some adjustments in the quantities required under the Block Production Plans were considered necessary, they could be made in the following year.

5.12. Where cooperatives are weak and are not in a position to take up distribution of fertilizers, alternative arrangements to be made were reviewed. This would arise only after all efforts had failed to promote and strengthen cooperatives to lift the quantities of fertilizers targeted. Alternative arrangements to be made would depend on the conditions obtaining in different States, but they should be only on an *ad-hoc* basis and private trade may be permitted in restricted and strictly defined areas for short periods, until the cooperatives take over.

6. Introduction of Bio-gas plants on an extension scale. [Agenda Item No. 2 (v)]

6.1. The programme of popularization of Bio-gas plant had spread to a limited extent only in some states and it was, therefore, considered necessary to arrange for field visits and demonstrations to acquaint the development staff with the working, manufacture, installation, maintenance and use of these plants.

6.2. Popularization of Bio-gas plants should be taken up on an experimental basis in a few selected blocks. To implemen this, a scheme is being initiated by the Ministry of Agriculture, with the concurrence of the Planning Commission. The scheme provides for a subsidy of 25 per cent, loan of 50 per cent and 25 per cent contribution from beneficiaries. It is envisaged that the plants will be installed in compact areas of the blocks around the Extension Training Centres where workshops are

attached, so that technical supervision, and repair arrangements could be made readily available. The scheme also envisages the training of officials and non-officials who will undertake this programme.

6.3. The State Agricultural Engineer and other State level officers connected with the programme should be fully associated from the very beginning of the launching of this programme.

6·4. Adequate supplies of burners, mantles, stoves, engines, etc., should be arranged before launching the scheme.

6·5. Proper publicity programme should be taken up sufficiently well in advance in those blocks or areas where this programme is proposed to be launched.

6·6. Steps should be taken to instal and use Bio-gas plants at the Agricultural and Dairy farms as demonstration units for the surrounding villages.

7. Improved Implements—[Agenda Item No. 2(vi)]

7·1. It was recommended that programmes of intensive popularization of improved agricultural implements on the lines of the Etawah Model Scheme with modifications to suit local conditions, preferably in blocks where agricultural workshops have been established should be taken up.

7·2. Training programmes for officials and non-officials are already in operation in each State. It was necessary to intensify them.

7·3. Subsidy is essential to give a fillip to the popularization programme of the improved agricultural implements. It was noted that the Ministry of Agriculture would shortly be issuing a letter to the State Governments regarding grant of 25 per cent subsidy for improved agricultural implements.

8. Marketing of Agricultural Produce—[Agenda Item No. 2(vii)]

8·1. The Conference recommended that immediate steps may be taken to pass the Agricultural Produce Markets Act in States where it has not yet been enforced, *e. g.*, Assam, West Bengal, Uttar Pradesh, Kerala. Such of the States who have passed the legislation should expedite the promulgation of regulations so that all the important markets are brought within the scope of the act by the end of the Third Five-Year Plan. It was also recommended that in States where more than one Act is in operation, all the market laws should be unified.

8·2. A practice prevailed in some markets that the traders paid the cooperative marketing societies and the commission agents after a few days from the date of purchase. This needed to be discouraged. The traders should be made to pay immediately on taking the delivery of the produce. It was recommended that this question be examined in greater detail and rules modified in the light of further study.

8·3. The need for giving wide publicity to the benefits these regulated markets conferred on the producers was emphasised. Seminars on regulated markets should be arranged.

8·4. Measures should be taken to introduce systems of grading, inspection services and further intensification of marketing news and marketing intelligence in the regulated markets.

8·5. Necessary measures for the expeditious construction of the godowns of marketing societies and the rural godowns should be taken.

8·6. The Conference further recommended :

8·6.1. that in addition to the bond an agreement be taken from the member of the primary credit society that his produce or at least a sufficient part of it is sold through the cooperative marketing society to which the primary credit society is affiliated ;

8·6·2. that the cooperative marketing society should, under its bye-laws undertake to deduct the dues of the primary credit society from the member when he sells his pruduce through it ;

8·6·3. that the primary credit society should send the demand list to the marketing society showing the names of the members and the amounts due before the harvest of the crop.

8·6·4. that the provision of positive incentives to encourage repayment through marketing cooperatives, like rebate in the rate of interest ; more liberal treatment in regard to individual credit limit for a member who regularly sells his crops through the marketing society.

9. Review of progress and problems of multiplication and distribution of improved seeds—[Agenda Item No. 2(viii)]

9·1. It was noted that the Ministry of Agriculture were holding regional seminars to discuss the problems connected with the programme in greater detail like production of breeder stock, foundation stock and its further multiplication through registered growers, supervision and inspection, seed certification for quality control, etc. The recommendations of the two seminars had already been sent to the State Governments for taking necessary action.

9·2. These seminars have drawn attention to the need for improving quality of seeds and establishing seed-testing and certification, and for promoting rogueing and proper attention on the part of the registered growers. It was felt that, with an effective system of inspection and certification farmers would be willing to pay a premium for certified seed and the cooperatives would be more inclined to undertake distribution of the certified seed, in view of its better marketability. In the meantime, it may be necessary to provide subsidy for meeting the expenditure, on premium, transport, etc.

9·3. Seed multiplication and distribution programmes have been prepared in each State for important cereals only for which improved seeds are available. The Conference recommended that efficient arrangements must be made to extend the programme in full to all the villages.

9·4. It was recommended that there should be only one class of registered growers for cereals.

9·5. While steps in varying degree have been taken in all the States to provide necessary facilities for efficient management of the farms, these have to be further developed.

9·6. As regards distribution of improved seeds through cooperatives certain difficulties like paucity of finance and godowns and ability to pay the premium to registered growers are being experienced. It was recommended that this matter be considered in detail by each State Government so that cooperatives are enabled to obtain necessary finance and technical staff and to pay the premium to registered growers where they have to take up this work.

9·7. In all the States, horticulture and arboriculture nurseries are being established at the block seed multiplication farm.

9·8. It was recommended that production incentives should be provided to farm staff in respect of quality and quantity of seeds produced at the farms. How and what incentives should be given will have to be worked out by each State according to conditions obtaining there.

9·9. There was need to intensify research on millets as it formed an important food crop in the economy of several States.

10. Soil Conservation—[Agenda Item No. 2(ix)]

10·1. It was agreed that whereas soil conservation measures such as contour bunding, requiring considerable technical competence, have to be undertaken directly departmentally the dry farming programme was to be implemented by the Department of Agriculture through Block Extension Agency.

10·2. As the Panchayati Raj institutions and the block staff have to play an effective part, they should have adequate training. They should be able to recognise the problem and appreciate the value of various soil conservation measures suited under different conditions. Further, their activities should be closely coordinated and integrated with the soil conservation programme. It was considered that this training for the official should be part of the initial training and refresher courses, while in case of non-officials it should form part of the Gram-sahayak training programme.

10·3. In each block, one or more small dry farming demonstration project be set up and financed out of the block budget.

10·4. Proper technical standards for soil conservation measures should be adopted and their maintenance with adequate follow-up practices should be the responsibility of the block staff.

10.5. The Programme Evaluation Organisation has recently made studies on soil conservation programme. It was suggested that State Governments should study the report and examine various issues raised therein for taking necessary action.

10.6. The Conference further recommended that :

10.6.1. Soil conservation measures should be undertaken on a catchment basis taking into consideration integrated development of all types of lands coming under the river basin.

10.6.2. Research work should be further strengthened on problem areas like black cotton soil. Where soil conservation work is undertaken, suitable varieties of improved seeds should be evolved.

10.6.3. Soil conservation and afforestation programmes should be undertaken on a priority basis in the catchment area of major dams.

11. Farm Forestry [Agenda Item No. 2 (x)]

11.1. The distinction between the planting of quick growing trees along the boundaries of fields and water channels without causing any harm to the raising of crops and planting of village forests on village common land was reiterated.

11.2. The farm forestry programme was accepted as part of the block agricultural programme.

11.3. It was felt that to begin with some incentives by way of specific grants and allocations of funds were necessary to enthuse panchayats to take up this work. Accordingly each State Government may consider providing such incentives to panchayats. It was recommended that remission of land rent for such plots may be considered.

11.4. It was considered necessary that literature should be supplied by the Ministy of Food and Agriculture on the subject of farm forestry indicating the methods evolved, trees to be grown etc.

12. Rural Industries Progrmme [Agenda Item No. 3]

12.1. In regard to the integrated programme in C. D. Blocks, the Conference felt that the progress of implementation has been slow. In order to speed up the implementation of the programme the following steps, if not already taken were recommended to the State Governments :

12.2. *Constitution of Coordination Committees*—Coordination Committee should be constituted at (i) State, (ii) District, and (iii) Block levels. As regards the composition of these committees, while no rigid uniformity is either possible or desirable, the following suggestions which are illustrative may be kept in mind. In the States where advisory or statutory bodies for rural industrialisation are already in existence, these bodies may be suitably reconstituted to conform to the suggested pattern.

(i) *State level* : Chairman : Chief Minister, Community Development Minister or Industries Minister.

(In case the Chief Minister is the Chairman, the other two Ministers should be members of the Committee, If the Chief Minister is not the Chairman, then out of the remaining two Ministers one who is not *the Chairman should be a member of* the Committee.)

Members : Development Commissioner, Representatives of Industries Cooperative PWD (B&R), Electricity and Finance Departments, and of the State Khadi and Village Industries Board, the State Finance Corporation, the Small Industries Service Institute, the State Bank of India and the State Cooperative Bank.

(ii) *District level* : Chairman : Deputy Commissioner or Chairman of Zila Parishad.

(One of these two who is not Chairman should be a member.)

Members : District Development Officer, District Industries Officer, Assistant Registrar of Cooperative Societies, Executive Engineer, PWD (B&R), Executive Engineer, Electricity, and representatives of the State Khadi and Village Industries Board, the State Bank of India, and the District Industrial Cooperative Union.

(Desirability of associating selected Chairmen of Panchayat Samitis in this Committee may also be considered.)

(iii) *Block level* : Chairman : Chairman of the Panchayat Samiti.

Members : Block Development & Panchayat Officer, Block level Extension Officer (Industries), Block level Extension Officer (Cooperation), and one representative each of the Khadi and Village Industries Board and industrial cooperatives of the Samiti area.

12.3. *Categorisation of schemes*—All the schemes included in the integrated programme should be classified under one or more of the following categories :

(i) schemes to be implemented by the Department ,

(ii) schemes to be implemented by the Zila Parishads,

(iii) schemes to be implemented by the Panchayat Samitis.

The categorisation should be approved by Government on the advice of the State level Coordination Committee, unless this classification has already been made, as in some States.

12.4. *Functions of Coordination Committees*—The Satate level Coordination Committee should decide the district and block-wise location of schemes falling in category (i) above and draw up a phased programme for their implementation, making specific allocation of funds. Similarly, the District level Coordination Committee should draw up a blockwise programme for the location of schemes of category (ii) and draw up a phased programe for their implementation, making specific blockwise allocation of funds.

A time schedule should be worked out for the establishment of rural industrial estates viz, for location of sites, drawing up plans and getting them approved by the S.S.I. Organisation, construction of buildings, supply of electricity and water, allotment of sheds to industries and entrepreneurs, etc. and the progress should be reviewed

periodically. Similarly, a time schedule should also be worked in regard to establishment of cluster type training centres and common facility centres.

12.5. *Meetings of Coordination Committees*—These committees should meet regularly :

State level Committee-once in 6 months ;

District level Committee- once in 3 months ; and

Block level Committee-once a month.

Copies of the proceedings of the Block level Committees should be sent to the District level Committees, which will review them at their meetings. Proceedings of the District level Committee should be sent to the State level Committee.

12.6.1. *Supply of Credit*—The Conference endorsed the apprehension mentioned in the Agenda note that institutional finance is likely to be availed of mostly by units which are in the urban sector. To ensure that sufficient credit facilities are available to artisans, and entrepreneurs in rural areas, the Conference recommended that the State level Coordination Committees should decide for each year, well before the commencement of the year, the funds likely to be available for credit purposes from the following sources :

(a) the schematic budget of the blocks ;

(b) the State Aid to Industries Act ;

(c) the State Bank of India;

(d) the Cooperati ve Banks ;

(e) the State Finance Corporation; and

(f) the State Khadi and Village Industries Board.

12.6.2. The State Coordination Committee should then make a districtwise apportionment of the amount available from these sources. The District level Coordination Committee will then make blockwise allocation. The allocations may not be regarded as rigid and diversion of funds from the block to another and from one district to another should be permissible for good and sufficient reasons with the approval of such authority as the State Government may prescribe.

12.6.3. As regards the recommendation that credit facilities for rural artisans should be channelised through the Panchayat Samitis, the Conference observed that while in the case of funds available from sources (c), (d) (e) and (f) above, the procedures obtaining in these institutions will apply, the funds available from sources (a) and (b) may be channelised through the Panchayat Samitis till such time as Co-operative Banks can take over this work as well.

12.7. *Industrial Cooperatives*—The Conference felt that although a large number of industrial cooperatives are being increasingly formed in all the States, their effeotiveness is not keeping pace with their numbers. The reason is that the new industrial cooperatives are for the most part lacking in guidance, both on the managerial and the technical side. To enable industrial cooperative societies to overcome these difficulties, it was suggested that each State should form :—

(a) a pool of cooperative sub-inspectors from which societies in need of guidance in managerial problems can draw an official for a specified period,

(b) a pool of technical guides, who should be progressive master craftsmen in their respective crafts, whose services can be made available to societies for specified periods, to help them to overcome technical difficulties.

12.8. *Supply of improved tools*—While the Conference endorsed the suggestion that the State Governments should take necessary steps to demonstrate, popularise and ensure a steady supply and distribution of improved tools, it further observed that continuous study and research in the process of improvement of tools should be the responsibility of the Central Government.

12.9. *Common facility centres*—The following factors were considered by the Conference as individually or collectively responsible for the reported unsatisfactory working of these centres :—

(i) The quality of equipment is not as good as it should be.

(ii) The idea has not yet caught on and there is need for some publicity.

(iii) The distance between the Centre and artisans is often so great that unless there is some form of extension service from these centres, artisans may not benefit from them.

(iv) Locations of some of these centres are not suitable. To be useful, these centres must be located where there is a concentration of artisans and industrial cooperatives. Where a Centre is not suitably located and there is no immediate prospect of the necessary concentration materialising, the Centre should be shifted to a suitable location.

12.10.1. *Block level Extension Officer (Industries)*—While reiterating the importance of having an Extension Officer for each block, the Conference had the following observations and suggestions to make :—

(a) The training imparted to these officers needs revision as, on the one hand, the training given at the S. I. S. I. advocates the use of modren methods and machines, that imparted by the Khadi and Village Industries Commission lays more stress on the use of manpower and labour intensive schemes.

(b) The supervision and guidance of Block level Extension Officers is not adequate.

12.10.2. As regards what should be done to remedy this state of affairs, opinion was divided. One view was that each district should have an officer, with the right approach, training and experience, exclusively for Rural Industries. The other view was that such an officer would not serve the purpose and what is required is a panel of subject-matter specialists for each district or region. These recommendations were based on the unanimous view that the present District Industries Officer has neither the time nor the inclination to look after the rural industries programme.

12.11. The Conference generally agreed to the suggestion that an Additional Director of Industries in each State should be put in exclusive charge of rural industrialisation. The designation of the officer may vary from State to State and in certain States, the officer may not be in charge of all aspects of the programme or he may be exclusively for rural industries. If he is not in charge of implementation of all the schemes of rural industrialisation, he should maintain liaison with the concerned agencies. In any case, this officer should be invested with the powers of a Joint Registrar of Cooperative Societies or there should be a whole-time Joint Registrar for industrial cooperatives attached to him.

12.12. The earlier decision was reiterated that the block should be treated as the unit of planning and implementation, should be implemented by the Industries Department, Khadi and Village Industries Board and other bodies, and the Industries Extension Officer should function as the effective agent for the rural industrialisation programme.

12.13. Provision should be made for loans for artisans in each block and powers delegated at block level for disbursement of such loans.

12.14. The Khadi and Village Industries Commission and the State Khadi and Village Industries Boards should ensure that a minimum of two village industries are started in every block.

12.15. One set of improved selected tools should be provided to each Extension Officer (Industries) for exhibition and demonstration through progressive artisans, industrial cooperatives and technicians. It was also recommended that each technical guide of the district pool should be provided with a set of tools for training in his trade/industry for the same purpose.

12.16. In order to promote industrial cooperative societies for women, it was necessary to appoint women organisers especially for promoting and supervising industrial cooperative societies.

12.17. Industrial Cooperatives may be exempted from Sales Tax, or the limit of turnover for levy of Sales Tax in the case of industrial cooperatives may be suitably raised, multiplied by the number of working members of the society.

12.18. In view of the various incentives offered by the Ministry of Commerce and Industry to the Cooperative Banks, it was agreed that the State Governments should persuade these banks to finance industrial cooperative societies more liberally.

12.19. The State Khadi and Village Industries Boards should avail of the scheme offered by the Khadi and Village Industries Commission and make necessary arrangements for training managers and secretaries of industrial cooperative societies.

12.20. Extension Officer (Industries) should also provide technical services and guidance to industrial cooperative societies.

12.21. The Conference was given an account of the pattern of Panchayat Samiti Industries in Orissa, by the Director of Industries, Orissa. It was felt that this pattern merited consideration by the other States. The Ministry of CDPR&C might obtain and circulate copies of the scheme to all States.

WEAKER SECTIONS OF THE COMMUNITY

13. Drinking Water Supply—[Agenda Item No.4(a)]

13.1. All the funds available for rural water supply under L.D. Works, C.D. programme, and other Departmental funds of the State Governments should be pooled.

13.2. A survey of the villages in each block should be undertaken and the villages should be classified as follows :—

(a) Villages without any drinking water supply—whether inhabited by backward classes or others.

(b) Villages with some sort of water supply, but which is not adequate in hamlets or parts of villages particularly from the point of view of backward classes.

(c) Villages with some sort of water supply, which needs to be strengthened during the Third Plan period.

(d) Villages whose water supply does not require any attention during the Third Plan period.

13.3. This survey should be made by the Block staff with the assistance of the staff of the State Health Department.

13.4. A phased programme for providing drinking water to all the villages under categories (a), (b), and (c) in the block should be drawn up and executed from the pooled funds in this order of priority.

13.5. While the agency for execution should be the Gram Panchayat, the programmes will be administered by the Panchayat Samitis at the block level, and in their absence by the Department concerned. The Conference was of the view that even in these blocks, in which Panchayat Samitis are still to be constituted, it would be advisable that one single agency should handle this programme at the block level.

13.6. Where the engineering staff of a Panchayat Samiti is not competent to execute certain highly technical schemes, the State Government should prescribe the agency for their execution.

13·7. In executing schemes to benefit villages which are predominantly inhabited by the weaker sections of the community, the funds both from the general pool of resources and the Home Ministry's grants should be utilized.

13·8. In the case of works which benefit mostly scheduled castes, scheduled tribes and other backward classes, people's contribution may be fixed at 12½ per cent of the cost of the work or the extent of unskilled labour, whichever is less. In deserving cases in which such contribution from these backward classes is considered prohibitive the Zilla Parishad or the District Collector may be given the discretion to reduce it further.

14. Economic Programme of Poultry—disbursement of loans etc.—[Agenda Item No. 4(b)].

14·1. The schemes suggested in paragraph 5 of the note on agenda item 2 (ii) may be implemented in blocks near about the urban areas, and the concessions to be given to the weaker sections may take the following forms :—

(a) 50 per cent outright grant, subject to a maximum of Rs. 100/— towards the cost of the poultry house and equipment; and

(b) a loan of Rs. 100/—recoverable in easy instalments.

14·2. Funds for this purpose may be taken from the Block budget, Departmental budgets and the Home Ministry's grants.

14·3. The loans should be given on personal security. The loans should be channelised through the Cooperative Societies. Where this is not possible the State Governments may allocate these funds for distribution through the Panchayat Samitis.

14.4. Where there are 10 or more persons in the same village to whom such assistance is given, a cooperative society may also be organized.

14·5. Only those persons who had repaid their loans should be considered for further assistance for the development of poultry.

15. Rural Housing Coordination Programme—[Agenda Item No. 4 (c)].

15·1. Generally only such villages which have a substantial population of backward classes and in which the living conditions are bad should be selected under the Village Housing Projects Scheme.

15·2. The Housing Schemes for backward classes under which subsidies are available should be integrated with schemes for village housing projects so that a person eligible to receive the subsidy may also get some amount as a loan for completing his house. The amount of the loan should, however, be limited to the total estimated cost of the house minus Rs. 1,000/—subject to the ceiling prescribed under the schemes.

15·3. Preference should be given to the members of the backward classes in granting loans for housing from the block budget. The Conference, however, wishes to record that the amount available for this purpose, from the block budget, is practically negligible.

15·4. The location of housing colonies and model villages for backward classes under the centrally sponsored schemes of the Home Ministry should be left to the Panchayat Samiti as in the case of Village Housing Project Scheme.

15·5. According to the information given by the States' representatives effective liaison between the State Departments dealing with the welfare of scheduled castes, scheduled tribes and other backward classes is being maintained generally through the State level Coordination Committee.

16. Role of Panchayati Raj Bodies in Cooperative Farming And Special Benefits to the Weaker Sections—[Agenda Item No. 4(d)].

16·1. As development of cooperative institutions, including cooperative farming, is included in the Ten Point Test for Panchayati Raj institutions, it is of vital importance that the Panchayati Raj Bodies should help in the formation of Cooperative Farming Societies and extend assistance to them in the items listed at (a) to (f) of para 5 of the agenda note.

16·2. Panchayati Raj institutions should bring their own lands under cooperative farming instead of leasing them out to individuals.

16·3. Each Panchayat Samiti should, in consultation with the Panchayats within the block draw up a plan for the development of their lands through Cooperative Farming Societies.

16·4. The working of the Cooperative Farming Societies within their respective jurisdiction should be reviewed by the appropriate Standing Committee of the Samiti, the Zila Parishad and by the State Advisory Board, and a report sent to the National Cooperative Farming Advisory Board. The review should be with reference to the items in which Panchayati Raj bodies are to assist the Cooperative Farming Societies.

17. Women & Children's Programme and Training of Workers —[Agenda Item No. 5(a)]

17·1. *Administration and personnel*—The conference recommended that :

17·1.1. In order to achieve better coordination of the various agencies and effective link-up with Panchayati Raj bodies, it was essential that the various agencies carrying out women's programmes should be integrated at all levels in the State. The pattern evolved in Madras State would provide a useful guide. The conference also recommended that the States should set up, if not already done, a separate Women's Welfare Department.

17·1.2. Better progress should be made in the matter of providing security of service and a line of promotion for Gram Sevikas and Mukhya Sevikas.

17·1.3. Nucleus provision of Rs. 15,000 to 20,000 per block should be made by the States for a period of at least 5 years for women's and children's programme in Post-stage II Blocks, as there was no departmental provision in most of the States.

17·2. *Prize competitions for Gram Sevikas*—The conference approved the scheme prepared by the Ministry with the modification that only States having more than 100 Gram Sevikas may suitably gruop districts into regions so that each region has about 100 Gram Sevikas competing for the regional level prize.

17·3. The conference recommended that the amount of the prize should be the same as that for Gram Sevaks.

17·4. *Quarters for Gram Sevikas and Mukhya Sevikas*—The conference recognized the need for providing residential accommodation for Gram Sevikas and recommended that out of the provision of Rs. 1,00,000 for housing, high priority should be given to building residential accommodation for Gram Sevikas.

17·5. *Training*—The scheme prepared by the Ministry for the training of 25,000 associate women workers during the Third Plan period was approved with the following modifications :—

17·5.1. The venue of the training may not be restricted only to Gram Sevikas' Training Centres but also should include other women's training centres, centres run by voluntary organizations and other suitable places in the districts, provided adequate dormitory and other arrangements existed or could be made available.

17·5.2. For the training centres so selected, other than Gram Sevika Training Centres, suitable non-recurring grant of about Rs. 2,500 may be given for small additions and alterations required for such facilities as bath rooms, lavatories etc.

17·6. In view of the numbers involved and the financial implications, the conference felt that it was at present not feasible to take up a total programme of training of women members of Panchayati Raj institutions. It was, therefore, recommended that to start, with the training of women members of only the Panchayat Samitis and Zila Parishads should be undertaken as a part of the existing training scheme at the Panchayati Raj Training Centres which have been or are being set up all over the country. Women trainees may be taken up in sep arate batches and training imparted not only in the organisational aspects of Panchayati Raj work (as was done for men trainees) but also in regard to women's and children's welfare aspects.

18. Youth Programme and Training of Youth Workers—[Agenda Item No. 5(b)]

18·1. *Programme and follow-up*—The conference, while endorsing the conclusions and recommendations of the annual meeting of the State Directors of Youth held on 2nd May, 1962 at Delhi, recommended

that for ensuring continuity of the youth programme, the Extension Officer at the block level, responsible for social education work, should initially assume direct initiative for organising at least two youth clubs per VLW's circle, give them detailed guidance and watch their functioning. Either the VLW or the primary school teacher or the headmaster or a teacher in a local middle or high school, whoever might be found to have the necessary aptitude and inclination, should be made responsible for follow-up, help and guidance, in respect of each of the youth clubs at the village level. The youth clubs should be encouraged to work in collaboration with the panchayats and some of their activities might be those in which the panchayats were directly interested.

18·2. In addition to two youth clubs, which should be the minimum functioning in a block, the assistance of local individuals or groups affiliated to voluntary organisations might be taken to organise other youth clubs. Each Gram Sevika should organise and provide necessary follow-up and guidance to at least two youth clubs for girls.

18·3. The conference recommended that the State Governments should reorganise the Directorate dealing with the youth programme in such a way that appropriate emphasis and priority were given to this from the State headquarter.

18·4. *Training*—The conference endorsed the programme for training suggested at the last annual conference of State Directors of Youth. The actual programme of training was lagging behind in many areas and needed to be pushed forward.

Incentives :

18·5. *Rallies and sports*—The conference recommended that competitive rallies and sports festivals should be organised at State and all-India levels.

18·6. *Bharat Darshan*—The conference agreed that this would be a good incentive and recommended that the Railway Board should be approached to give the same concession as in the case of the farmers.

18·7. *Agricultural fairs and competition in occupational skills*—The conference recommended that agricultural fairs, at whatever levels they were held, from the block upwards should provide for separate sections for the agricultural, animal husbandry or cottage and village industries products of youth, organised under the auspices of the youth clubs, and where competitions in occupational skills were organised, there should be separate prizes for members of the youth clubs.

18·8. *Development of occupational skills*—With regard to the suggestion that agricultural and animal husbandry colleges should impart short courses of training to members of youth clubs, the conference recommended that while it would be a desirable objective to be achieved, the technical limitations and the financial aspects should be considered in some detail. In the meantime, training in matters concerning agriculture and animal husbandry should be given to the rural youth in the villages, by some slight adjustment of existing programmes for the training of Gram Sahayaks and other programmes of this kind, by the concerned departments.

18.9. *Youth organisations as associate organisations of the Panchayati Raj bodies*—The conference felt that it might be necessary for the youth organisations to function for some time and get stabilised before they could become effective as associate organisations of the Panchayati Raj bodies. In the meantime, wherever youth organisations had developed sufficiently, they could be helped to function as associate organisations of Panchayati Raj bodies and take-over some of the activities of these Panchayati Raj bodies on their behalf.

19. Social Education, Adult Literacy and Education—[Agenda Item No. 6]

19·1. The progress made in various States under the Adult Literacy Programme was reviewed and it was noticed that except for West Bengal, Maharashtra and Himachal Pradesh information was not forthcoming from other States. The representative from West Bengal stated that the secheme was being worked out and re-allotment of funds was being suggested. The representative from Maharashtra pointed out that the scheme of Gram Shikshan Mohim has already been launched in the State and has been showing satisfactory results. Himachal Pradesh has worked out a joint programme with the department of education and community development and a mass programme of adult literacy launched in a selected number of blocks.

19·2. The conference recommended that it was absolutly necessary to work out the plans under the scheme along-with financial requirements so that it would facilitate the Planning Commission to make adjustment in the budget allotments during the forthcoming annual plan discussions. Attention was also drawn to the questionnaire sent by the Ministry of Education to the State Governments and it was felt that unless the replies to the questionnaire were received in time the discussions for annual plans would not be fruitful.

19·3. While making the plan for literacy programme, it was considered that the planning could be taken up at the village level where the panchayat, especially its education committee, could work out the phased plan on the basis of number of adults to be educated, its resources for providing teachers and material requirements. This plan could be made use of by the panchayat samiti and the zila parishad for preparing their own plans.

19·4. The conference was of the opinion that efforts must be made to relate the programme of libraries and reading rooms to the adult literacy programme so as to help maintain effective follow-up.

19·5. With regard to the question of standard of literacy, it was felt that after the necessary atmosphere was created for the community to take to adult literacy, attention should be given to the maintenance of the standard of literacy by proper follow-up measures.

19·6. The conference recommended that the form of incentives and honorarium to be given to instructors should be left to the State Governments.

19·7. It was further stressed that the adult literacy programme should be taken up as an integral part of the community development programme and wherever possible it should also be introduced in occupational training centres existing in development blocks. However, in the initial stage it was recommended to concentrate the programme of adult literacy among members of the panchayats, panchayat samitis and cooperatives.

19·8. With regard to the main difficulty of creating proper motivation and adoption of proper method of approach in promoting literacy programme amongst adults, the conference recommended that study should be undertaken of this problem in areas where the mass literacy programme had already been launched and training centres such as Social Education Organisers' Training Centres and other study and research centres should be actively associated with the study.

19·9. The conference endorsed the minimum programme of social education including (a) citizenship education, (b) adult literacy, libraries and reading rooms (c) youth organisations (d) women's organisations and (e) leadership training (as given in the agenda note).

HEALTH

20. Rural Water Supply—[Agenda Item No. 7(a)]

20·1. The Conference agreed that the problem of water supply should receive very high priority in the national plan and in the plans of individual States. The objective should be to provide a protected and adequate drinking water source for each village or hamlet having a population of more than 100 persons by the end of the Third Five-Year Plan period. Hamlets with a population of less than 100 should be formed into convenient groups and a drinking water source provided at a centrally located place.

20·2. The Conference recommended the following plan of action for the best utilization of the available funds :

(i) An overall assessment of the problem should be carried out from the block upwards in all States where this has not been done so far and a phased programme should be drawn up ;

(ii) A single coordinating agency at the State level should be responsible for drinking water supply schemes irrespect of the number of Ministries/Departments involved ;

(iii) A single agency should handle this programme at the district and block levels ;

(iv) Where the engineering staff of the panchayat samiti is not competent to execute certain technical schemes of programme like piped water supply schemes, deep-bornings, construction of storage tanks, etc. the State Government should entrust the work to the Public Health Engineering Department ;

(v) All resources under the different programmes excepting for the schemes which the engineering staff of panchayat samitis is not competent to execute, should be pooled together and allocated for execution through panchayat samitis ;

(vi) Priority should be given to villages where no well or any other source of drinking water is available ;

(vii) For areas where the cost of water supply scheme exceeds Rs. 5000 the quantum of people's contribution should be fixed preferably in relation to the quantum of unskilled labour involved, and not related to the cost of the project ;

(viii) In areas where integrated piped water supply schemes are considered essential because of the non-feasibility of other cheaper schemes, such schemes should be allowed to be taken up under the local development works programme ;

(ix) Maintenance of completed schemes should receive special importance and attention ; the physical responsibility therefore should be shouldered by the gram panchayats or the panchayat samitis as the case may be.

21. Family Planning—[Agenda Item No. 7(b)]

21·1. The Conference reiterated the recommendations made on the subject by the Conference held last year at Hyderabad. In addition, the following recommendations were made :

(i) Each block should have annual targets for sterilization (both for males and females) where necessary facilities are available. Efforts should, however, be made to provide adequate facilities for sterilization operations at the Primary Health Centre in each block.

(ii) All the States should take advantage of the scheme of the Government of India for organising three-day orientation camps for village leaders.

(iii) Orientation training should be provided to the following categories of personnel :

(a) members of Panchayati Raj institutions ;

(b) local leaders including members of mahila samitis and associate workers ;

(c) school teachers ;

(d) extension workers ;

(e) village leaders ;

(f) all medical and para-medical personnel including dais and sanitary inspectors ;

(g) private medical practitioners ;

(h) instructors of training centres.

(iv) The State Governments should review their requirements of trained personnel required for the programme and augment or increase the training facilities.

(v) Out of the trained non-official persons those who show enthusiasm and are prepared to devote some time for family planning education may be appointed as Pariwar Kalyan Sahayaks and Sahayikas who should be allowed to be paid a small monthly honorarium from the funds available for this programme.

(vi) Local depots for stocking and distribution of contraceptives should be established at the rate of one per gram panchayat.

(vii) The additional staff sanctioned for family planning clinics at the primary health centres and sub-centres by the Union Ministry of Health should be appointed as early as possible. They may be drawn from the ranks of Social Education Organizers, Grams Sevaks and Gram Sevikas where such personnel is in surplus to the normal requirements.

22. Applied Nutrition Programme—[Agenda Item No. 7(c)]

22. The Conference noted that the States where this programme has not so far been implemented had initiated action in this regard. The Conference recommended that each State should follow the schedule of programme agreed to during the recent regional seminars. The Ministry of Community Development, Panchayati Raj and Cooperation should also consider the holding of a seminar for State Nutrition Officers and administrative officers in charge of this programme at the State headquarters. The seminar should be held after the State schemes have been discussed and finalised by the Ministry of Community Development, Panchayati Raj and Cooperation.

23. Tribal Development Blocks—[Agenda Item No. 8]

23. 1. *Progress in starting the Tribal Development Blocks allotted to various States/Union Territories*—The Conference noted that Madhya Pradesh, Kerala and Rajasthan could not start Tribal Development Blocks allotted to them during 1961-62. The representative from Madhya Pradesh explained that 14 blocks including the 7 blocks which were allotted during the previous year would start from August, 1962. The representative from Rajasthan stated that certain difficulties regarding the boundaries of the Blocks had been experienced in view of the existence of Panchayat Samitis and they had, therefore, suggested re-examination of the delimitation of T. D. Blocks. The representative from Kerala stated that the Tribal Development Block had been started from 1-4-1962. The Conference recommended that all States should catch up with the programme during the current year.

23. 2 *Difficulties, if any, being experienced by the State Government/Union Territories/Administrations in starting Tribal Development Blocks according to the number allotted for each year*—The question of availability of suitable personnel was discussed and it was expressed on behalf of all the States that there was a serious shortage of engineering and medical personnel. The Conference recommended that the State Governments should consider the feasibility of giving preference to tribal development blocks while allotting medical and engineering personnel to the blocks.

23.3. *Response from the Members of the Scheduled Tribes*—It was stated that the tribals were very keen to have these tribal development blocks in their areas. The actual participation and contribution from the tribals for various activities, however, differed from area to area. The difficulties, mentioned in the agenda notes regarding late opening of blocks were generally not experienced in most of the States.

23.4. *Training facilities for the staff to be employed in the development blocks with particular reference to Gramsevaks and Gramsevikas*—The Social Education Organisers' Training Centre, Ranchi, which was giving orientation to Social Education Organisers working in tribal areas, had been converted into a Tribal Orientation and Study Centre for orienting Block Development Officers, Agricultural Extension Officers, Social Education Organisers and Mukhyasevikas. It had also been decided (a) to establish one more Tribal Orientation and Study Centre at Chindwara in Madhya Pradesh and it was likely to start during the current year, and (b) to earmark one of the existing Gramsevaks Training Centres, Home Science Wings in each of the eight States, having substantial tribal population for imparting orientation to Gramsevaks and Gramsevikas.

23.5. The Conference stressed the need for making arrangements for the training of teachers of these institutions.

23.6. The Conference desired that in the initial stage all the available training facilities should be effectively utilised. If, however, thereafter, more Training Centres were required it should be considered by the Ministry.

23.7. *Progress made in providing special incentives to staff to be posted in Tribal Development Blocks*—The Conference recommended that free residential quarters should be provided for all the block staff including Village Level Workers and additional funds, if necessary, may be provided for the purpose.

23.8. The Conference recommended that officers of maturity and aptitude for work should be selected as B. D. Os. incharge of tribal development blocks. They may be Deputy Collectors/Assistant Commissioners of B. D. Os in a special scale of pay. The question of giving special allowance and other facilities to such workers should be examined by the State Governments.

23.9. *Progress in the appointment of tribals on the staff of Tribal Development Blocks*—The position in all the States was that very few Block Development Officers or Extension Officers were available from the tribal population. In the category of village level workers the position was better availability was increasing year by year. It was felt that with the expansion of educational facilities in tribal areas, a greater number would be available from amongst the tribals even under other categories. The Conference recommended that as many tribals as possible should be recruited consistent with the required standard of efficiency.

PANCHAYATI RAJ

24. Ten Point Test—Review—[Agenda Item No. 9 (a)(i)].

24. 1. It was noted that the brochure on the Ten Point Test has been or is being translated into the regional languages in almost all the States and that copies are being distributed among the Panchayati Raj institutions and the officers at various levels. The brochure is also being discussed in some States at the seminars held at the district, regional and State levels. The Conference felt that the brochure should be brought out in the regional languages for wide distribution in all the States and also that an illustrated pamphlet should be issued for popularising the Ten Point Test in rural areas.

24. 2. It was noted that schemes for prize competitions among the Panchayats/Panchayat Samitis, based on the items included in the Ten Point Test, are in operation in the States of Andhra Pradesh, Orissa, Punjab and Uttar Pradesh.

24. 3. The quarterly reports of every Panchayati Raj body should be reviewed by the next higher tier with reference to the Ten Poin Test.

24· 4. The Conference, then reviewed the following three itemt- included in the Ten Point Test and made the following recommens dations.

24. 4. 1. *Production in Agriculture as the highest National Priority*—The Conference felt that effective steps should be taken by State Government to ensure that the Gram Sabhas fully participate in the preparation and implementation of the Village Agricultural Production Plan.

24. 4. 2. The Study Team on Gram Sabha may also examine in detail the specific role of the Gram Sabha in the preparation of the Village Agricultural Production Plan.

24. 4. 3. In most of the States, a calendar of operations for the various stages in the preparation and implementation of the Plan has been prescribed already. It should be ensured that this calendar is adhered to strictly by the Panchayati Raj institutions as well as the Extension staff.

24. 4. 4. In the Village Agricultural Production Plans, special attention should be paid by the Panchayati Raj bodies to (a) Dry Farming ; (b) Soil Conservation ; (c) Utilisation of local manurial resources ; and (d) Maximum utilisation of irrigation potential, etc.

24. 4. 5. *Promotion of Rural Industries*—It was noted that Panchayat Samitis in Orissa and Panchayats in U. P. and Punjab had taken up certain industries. Similar programmes may be tried in other States, especially where cooperative organisations or local entre-preneurs are not forthcoming.

24. 4. 6. Where the Panchayat Samitis and Panchayats them-selves run industries, they should be entitled to assistance under the State Aid to Industries Act. For this purpose, the Act and the rules made thereunder should be suitably amended, if necessary.

24.4.7. Management of Rural Industrial Estates should be vested in the Panchayat Samitis.

24.4.8. A certain percentage of the power available in each State should be earmarked for the rural sector for rural industries and agricultural pumping-sets. It was noted that in Andhra Pradesh 25 per cent of the available power has been thus reserved.

24.4.9. For speeding up rural electrification, Panchayati Raj bodies should be encouraged to advance loans upto 25 per cent of the cost of electrification to the State Boards. Power for street lighting should be provided only after meeting the requirements of the small industries and pumping-sets.

24·4.10. *Assistance to the economically weaker sections of the village community*—It was noted that, following the recommendations of the Sixth Conference of the Central Council of L.S.G. held in November, 1960, Andhra Pradesh had reserved 15 per cent of the funds of the Panchayat Samiti (after deducting establishment costs) for Scheduled Castes and 3 per cent for Scheduled Tribes. Madras proposed to reserve 20 per cent of the Samiti funds for Scheduled Castes. The question was also under the consideration of the State Governments of Kerala, Rajasthan and Uttar Pradesh.

24·4.11. The Conference reiterated the need for earmarking a certain percentage of the funds of the Panchayats and Panchayat Samitis, for specific programmes for the welfare and development of the weaker sections. The Conference further emphasised that the implementation of this recommendation should be kept under constant review.

25. Demarcation of Jurisdiction of Urban and Rural Local Bodies for Integrated Development—[Agenda Item No. 9 (a)(ii)]

25·1. The Conference considered in detail the proposals made in the agenda note for demarcating the jurisdiction of urban and rural local bodies and for providing a link between the urban bodies and the Panchayati Raj institutions. In view of the importance of the issues raised, the Conference recommended that the entire question should be remitted to a study team for a comprehensive study.

26. Panchayati Raj Institutions and the Welfare of Backward Classes—[Agenda Item No. 9 (a) (iii)]

26·1. In most of the States, sub-committees of the Panchayat Samiti and Zila Parishad have been established to look after the welfare of the weaker sections. In Andhra Pradesh, a majority of the members of these committees belong to the weaker sections ; where the members of the Panchayat Samiti or the Zila Parishad belonging to these sections do not constitute a majority of the sub-committee, non-members belonging to the weaker sections are coopted to give them a majority. The Conference recommended that other States may also adopt this practice.

26·2. Within the time available and on the information placed before this Conference, it was not possible to make a detailed review of the working of these sub-committees. However, it was noted that they were functioning satisfactorily and that there should be delegated adequate powers to sanction schemes for the benefit of the weaker **sections, within certain prescribed monetary limits.**

26·3. The suggestions listed in the letter dated 12.2.1962 from the Ministry of Community Development, Panchayati Raj & Cooperation provide useful guide lines for creating a bias in favour of the weaker sections.

26·4. Associate organisations and Youth organisations particularly, could help Panchayati Raj institutions in discharging their responsibilities towards weaker sections by the following measures :—

(a) Making special efforts to enrol as many members as possible from the weaker sections to the Youth and Women's organisations.

(b) Organising squads for voluntary labour in the execution of works and programmes beneficial to the weaker sections.

(c) Collection and distribution of milk to babis and nursing mothers from the weaker sections.

(d) Collection of old clothes, mending them and distributing them to the weaker sections.

(e) Organisation of free mid-day meals for school children.

(f) Running adult literacy centres for the weaker sections.

(g) Carrying out sanitation campaigns in the areas inhabited by the weaker sections, etc.

26·5. Special efforts should be made to see that as many members of the weaker sections as possible attend the meetings of the Gram Sabha and also seminars, meetings and melas organised by the Panchayati Raj bodies.

26·6. Community meals, in which a majority of men and women belonging to the weaker sections take part should be organised by Panchayati Raj bodies, as is being done in Andhra Pradesh and Madras. The meals should be arranged with contributions from the people and most of the persons who serve the food should be from the weaker sections.

26·7. The Standing Committee of the Samiti/Parishad for looking after the weaker sections should be assisted and guided in its task by District Officers incharge of social welfare. The State head of the concerned Department should supervise and provide guidance not only to the District Officers of his own Department but also the Standing Committees at Samiti and Zila Parishad level.

27. Report of the Study Team on Nyaya Panchayats—[Agenda Item No. 9 (b)]

27·1. The Conference welcomed the Report and endorsed the broad approach of the Study Team to the problem. While generally accepting the salient recommendations of the Study Team, the Conference made the following suggestions on some of the recommendations.

27·1.1. Nyaya Panchayats may be set up for a group of Panchayats instead of villages. While in the immediate future, the Nyaya Panchayats may be elected indirectly by the members of the concerned Gram Panchayats, the ultimate aim should be to have direct elections to the Nyaya Panchayats from the Gram Sabhas.

27·1.2. Special representation should be provided, if necessary, through cooption for the Scheduled Tribes also.

27·1.3. While ability to read and write the regional language should be one of the qualifications to become a Nyaya Panch, this need not be qualified by the phrase "fairly fluently".

27·1.4. The arrangements for conciliation should be as given in scetion 37 of the model Bill, viz., the parties should be free to nominate the persons including the Nyaya Panchas to whom the dispute may be referred by the Nyaya Panchayat for conciliation.

27·1.5. The clerks employed by the Nyaya Panchayats should be borne on the District Cadre of the Panchayati Raj institutions. Financial assistance would be required particularly for constructing office buildings for Nyaya Panchayats, for training of Nyaya Panches and meeting the salaries of the clerks and this should be examined.

27·1.6. The question of appointing a special officer or specified judicial officer in consultation with the High Court to supervise and guide the Nyaya Panchayats was discussed and it was felt that the State Governments may work out suitable arrangements keeping in view the local conditions.

27·2. The Conference also accepted the Study Team's recommendation that the same person should not be allowed to serve on both the Gram Panchayat and the Nyaya Panchayat.

28. Training Programme—A Review—[Agenda Item No. 10]

28·1. *Recruitment and Training of Block Staff*—The shortage of trained personnel, especially in the categories of Extension Officers (Industries), Mukhya Sevikas and Gram Sevikas was discussed and it was agreed that each State will immediately review the position and take steps in time for the recruitment and training of the different categories of block personnel so that they will be in position in all the blocks by October 1963, when the entire country will be covered by C.D. blocks.

28·2. In the case of certain categories like Extension Officer (A. H.), the Conference suggested that as a temporary measure selected stockmen may be trained for a period of one year and posted as Extension Officer (Animal Husbandry) to work under the guidance of the local Veterinary Assistant Surgeon.

28·3. The Conference also suggested that in the case of Mukhya Sevikas and Gram Sevikas, where there is heavy shortage, possibility of recruiting persons from states like Kerala may be considered.

28·4. *Shortage of Gram Sevaks*—The Conference noted the need in certain States for condensed courses for VLWs in view of the shortage caused by the diversion of VLWs to "Package District", and the need to cover the entire country with CD blocks by October, 1963. The Conference recommended that this should be regarded as an emergency measure and that there should be only one such course in the States concerned. The possibility of increasing the capacity of some of the existing Gram Sevak Training Centres appointing additional staff to handle the increased number of trainees might also be examined.

28·5. *Training of Workers in Tribal areas*—The Conference noted the arrangements made for the training of officials working in tribal areas and suggested that a special course may be devised for the training of instructors of Gram Sevak Training Centre which would be set apart for the training of VLWs in tribal areas. This course may be run either at the Tribal Orientation and Study Centre at Ranchi or at the N.I.C.D. (Instruction Wing) at Rajpur.

28·6. It was felt that States which have a very small number of T. D. Blocks, might send their VLWs to the Tribal Orientation and Study Centre, Ranchi for training, as an experimental measure.

28·7. *Panchayati Raj Training Centres*—The present position regarding the setting up of Panchayati Raj Training Centres was reviewed by the Committee. The Conference recommended that these centres should be run by suitable non-official voluntary organisations, and in States where such organisations do not exist, they may be run by the Zila Parishads (if the existing laws permit Zila Parishads to take up such functions). If neither of these is possible the Committee recommended that the Panchayati Raj Training Centres may be run by a joint Committee of the Panchayat Samitis concerned.

28·8. The pattern of assistant for the Panchayati Raj Training Centres was discussed, and the Conference recommended that the cost of establishment should not be linked up with the attendance and that there must be a separate minimum provision for each centre towards the cost of staff and other establishment charges. The Conference also recommended that 50 per cent of the total recurring expenditure should be paid by the Government of India, and so far as the remaining 50 per cent is concerned, it may be left to the State Governments to find funds in such manner as they deem fit, if necessary by levying contributions on the local bodies.

28·9. The Conference recognised the need for drawing up a detailed schedule of courses to be drawn up in advance both for institutional and peripatetic training at these Panchayati Raj Training Centres.

28.10. It also recommended that the subjects of family planning, national integration, and village agricultural production plans should be included in the syllabus.

28·11. *Orientation of teacher educators in Community Development*—The need for the close participation by the C. D. staff in this programme was emphasized, and it was recommended that the Development Commissioners may review the progress of this scheme periodically with Education Secretary and the Director of Education of the State.

28·12. The Conference also recommended that the Development Commissioners may review the steps taken to include the subject of Community Development in the syllabus of the teachers training institutions.

28·13. *Other Training Schemes*—The Conference recommended that the Development Commissioners should review periodically the progress in the implementation of these schemes.

28·14. The Conference also recommended that under the scheme of training Reserve, Gram Sevaks should also be included.

APPENDIX 1—PART I

Welcome speech of Shri B. S. Murthy, Deputy Minister. Community Development & Panchayat Raj, delivered on the 30th July, 1962, at the Development Commissioners' Conference.

SUMMARY

Shri V. T. Krishnamachari, Shri Nanda, Members of the Planning Commission and fellow delegates, I welcome you all to this Conference. You will remember, it was in 1953 that you met here for the first time to initiate the C.D. Programme in a small way. Today, the programme has struck deep roots and is playing a vital part in effecting a silent revolution in the countryside. In this programme we are laying the utmost stress on agriculture, but we realise at unless we give equal thought to the problem of ancillary rural industries such as cottage industries, dairy farming, poultry, fisheries, etc., we will not go a long way in helping the agriculturist. We are happy that recently the Planning Commission has formulated a plan for establishing 40 intensive rural industries projects which, we hope, will help to strengthen the agro-industrial base of our economy. We now need to place a dominant emphasis on our women's, youth and child welfare programmes and more particularly on projects aiming at helping the weaker sections of the community.

The weaker sections do not seem to have been taken good care of in our planning. That means a tremendous waste of precious human material. We talk about establishing steel mills, cement factories etc., but not about organising this valuable human resource. Unless we take the weaker section into the purview of the plan, other things will be of little avail. Today the weaker sections of our community have no house to live in, and no potable water supply not to speak of their uttar incapacity in certain areas to protest against inhumanities to which they are consigned callously. This cannot go on for long. A more human approach is therefore needed for tackling this problem.

In the end, before requesting Shri V. T. to preside over this Conference and Shri Nanda to inaugurate it, I would like to add that Panchayati Raj institutions need all the guidance and support from thinking individuals. Our Ministry has recently constituted two Study Teams, one to go into the question of making the Gram Sabha a living and vital institution, and the other for suggesting additional resources for strengthening Panchayats. We hold that these are the crucial issues facing the Panchayati Raj set-up in the country. May I now request Shri Nanda to inaugurate this conference.

APPENDIX 2—PART I

Inaugural speech by Shri Gulzari Lal Nanda, Deputy Chairman of the Planning Commission and Minister for Planning, Labour and Employment at the Annual Conference on Community Development, New Delhi, July 30, 1962.

SUMMARY

In his inaugural address, Shri Nanda emphasized that agriculture was the most important single factor in the country's economic situation and that it would have to be our major concern for many years to come. He said that his reading was that if we were going to have agricultural short-falls, it would not be due to deficiency in resources. The problem was essentially one of organisation of available resources and the timely supply of materials like fertilizers.

Shri Nanda said that in giving the pride of place to agriculture, he did not belittle the importance of industries. For many decades, both industry and agriculture had been weak components of the national economy. Since Independence much was being done to redress the situation. But agriculture would continue to have a dominant place. Tne question was whether we were translating this urgency pertaining to agriculture into action. It was doubtful. A striking fact was that fluctuations in national income were due to corresponding fluctuations in the contribution of agriculture to the national economy. We expect that during the Third Plan the national income would go up by 30 per cent and so there has to be corresponding growth in agriculture. This makes clear the magnitude of the task ahead. We should make sure that we achieved the objectives. It was not sufficient if there was just a general increase. There should be a requisite increase in specific commodities also. For this, a planned and selective approach to get good results was necessary. One of the methods was to select some special areas and concentrate efforts there in order to get the best results so that the lessons flowing from them could be applied to all parts of the country.

Shri Nanda said that while the country would continue to have foreign aid, that would not solve all our difficulties. The country must have exchang earnings and here agriculture figured in an important way. Today our exports based on agriculture constituted 46 per cent of the total as against 43 per cent ten years ago. This underlined the urgency of executing agricultural programmes.

About the price level, Shri Nanda said it was the result of complex factors. There was no single cause or remedy for it. But in seeking solutions for it, agriculture entered in a very big way. He pointed out that we had not been giving sufficient attention, for instance, to animal husbandry and dairy production.

Shri Nanda went on to say that rural economy must have its industrial component. The trend of people from villages moving to towns for employment must be reversed. For this, industry must be diversified. The approach in this connection had to be an integrated and planned one and in tune with the times. It was proposed to allot special funds and set up a special organisation for this purpose.

Referring to the important aspect of employment, Shri Nanda pointed out that, while there would be an addition of 17 million to the labour force during the Third Plan, only 14 million would be able to find employment. For the 3 million that remain a programme of rural works had been evolved and this would ensure seasonal employment for 2½ million. Shri Nanda, however, pointed out that we had to ensure that the programme was worked in such a way that it developed production potential and eliminated the necessity of perpetuating the measure.

Shri Nanda said that a bias in favour of the weaker sections of the community was evident in all the Community Development programmes. But this alone was not enough. The pace of a social change had to be accelerated and economic and social factors must interact to alter the social basis of the life of the community. He pointed out that Panchayati Raj was playing an important role in this context. It must reflect the economic and social ideals embodied in the Constitution and in the socialistic pattern of society. For this we must seek to bring about an integrated rural community.

Shri Nanda also emphasised the role of voluntary organisations, in addition to those of official and non-official agencies, between which not must difference was now left, in the transformation of rural India.

APPENDIX 3—PART I

Address by Shri V. T. Krishnamachari at the inaugural Session of the Annual Conference on Community Development and Panchayati Raj held at New Delhi on 30th July 1962.

It gives me great pleasure to meet you once again. This conference is taking place at a very important stage in the evolution of the community development movement. We have made considerable progress in the setting up of self-governing panchayats at the block and district levels. In some States, these bodies have already commenced work ; in others elections have taken place or are taking place and work will be started quite soon. The system is expected to be in full working order in all States before our next conference.

I

My purpose to-day is to explain that as a consequence of the completion of this process of establishing, 'panchayat raj', our methods of planning for the rural sector and of carrying out programmes have to be changed radically.

Let me first remind you once again of the fundamental objectives of the community development movement. These are :—First: Every family should be assisted in its efforts for increased employment and production by the practice of scientific agriculture—including horticulture, animal husbandry, fisheries etc.—and subsidiary occupations—cottage and small scale industries. Secondly: These efforts of families should be organised through panchayats and cooperatives at different levels in which they are represented in their own right. In other words self-help and cooperation are the basis of the movement. Thirdly: The obligations of families that benefit from improvement programmes should be strictly defined and enforced. All families should also devote a portion of their unutilised time and energy for building up assets for the benefit of the community. Fourthly: Programmes of production are linked up with programmes of amenities for villagers. In these latter programmes, villagers should contribute their shares of labour etc. Fifthly: In all these activities the entire rural community should be associated actively. There should be strong women's and youth movements in villages.

Scientific agriculture is the core of the entire programme - the foundation on which it rests. We speak of social change. This can come only through united efforts for increased employment and production and changes in altitudes to work and saving.

I should add that compulsory primary education for boys and girls in age groups 6—11 will become effective by 1966 and that this will be extended to the age of 14 by 1971. This far-reaching measure of social improvement will vitalise rural life.

I should like also to mention two other points which are cardinal in democratic planning. The first is that, in the words of the G. M. F. Committee, "no plan can have any chance of success unless the millions of small farmers in the country accept its objectives, share in its making, regard it as their own and are prepared to make the

sacrifices necessary for implementing it". The second is what I have said often at these conferences. The extension agency will cease to command confidence unless, within the shortest possible time, it can assist *every family* for production programmes. There are complaints. not unjustified, that at present the facilities it offers are used only by a limited number of persons who, in many cases, can look after themselves. Unless the movement makes special efforts to benefit the less favoured sections of the community within the shortest possible time it cannot justify its existence.

II

From the considerations I have set out it follows that the first duty of these panchayats is to build up rural plans from the village upwards. In many States, the Five-Year Plan has been divided into district plans and block plans. Taking these as a broad basis, the rural plans for the rest of the plan period should be worked out afresh for districts, blocks and villages. The starting point is of course the village plan. This should be prepared after detailed discussions with the people and the panchayats and cooperatives. There are two processes involved in this :—First, before talks commence, the district and block teams should make careful estimates and intimate to each village the supplies and services which they will be in a position to offer, from year to year, for the programmes. The cooperative agency should also give an idea of the credit likely to be made available. I have often placed before you an illustrative village programme. You will find it in my Mount Abu speech. Not all the items in the programmes are possible in all villages at once but those which will add directly to employment and production must have the highest priority. Secondly, on their side, the villagers should frame proposals and make commitments for the entire period for (i) the carrying out of their customary obligations in regard to irrigation and afforestation and soil conservation programmes ; (ii) the full use of the irrigation and other facilities available ; (iii) their contribution in labour and money for works' programmes ; and (iv) the deposits they will make in the cooperative from their own resources from year to year. Every year, there should be a review of progress and also an annual plan for the coming year with increased production targets. After the village plans are framed in this manner, the panchayats, and cooperatives, with the help of the village level workers and the block official and non-official agencies should see to the implementation of programmes of improvement by the families. The programme of amenities should also be framed in the same manner. The block plans will comprise the village plan viewed as a whole and coordinated ; and in addition, programme for which the block is directly responsible. Similarly, the district plans will consist of the block plans viewed as a whole and coordinated, and in addition, the programmes which are in direct charge of district panchayats. The district and block plans should also include all works that have to be done in the blocks and villages in respect of major and medium irrigation projects—construction of field channels, utilisation of benefits—of soil conservation and contour-bunding, and seed production schemes. They should also have schedules showing the obligations of beneficiaries which have to be enforced. The block plans should in addition have an annexure showing for villages, arranged according to the jurisdiction of village level workers,

programmes to be carried out in them. The block and district panchayats have the responsibility for seeing that works' programmes are distributed equitably in their areas and that these are carefully coordinated. For instance, the village road programmes should fit into the road programmes for the block and district : similarly other programmes like soil conservation, irrigation, drinking water supplies etc.

In areas in which there are major and medium irrigation projects or there is adequate rainfall, production programmes can be organised for *all* families if sustained efforts are made to (i) utilise the available irrigation facilities fully without loss of time ; (ii) multiply approved seeds under technical supervision and supply them at the right time ; (iii) organise a prompt and economical system of supply of the fertilisers available and promote as large a programme as possible of production of organic and green manures ; and (iv) organise effective measures for protection of crops. For all these purposes, there are sufficient allocations in the Third Plan. What is needed is administrative and technical efficiency. In regard to unirrigated dry areas, the position is difficult. The programmes useful for these areas are :—(i) Afforestation, soil conservation and building up of soil fertility with contour-bunding and allied methods ; (ii) Minor irrigation—small tanks, wells ect ; (iii) Production and supply of approved seeds suitable for each region. It should be realised that, however much we extend irrigation, aboout 150 million acres will be left for which dry farming techniques have to be employed. In every State, there should be pilot projects for soil conservation and contour-bunding for entire basins in different regions in which technical staffs should be trained and also people from villages. It is common experience that once people see these programmes in actual execution they are convinced of their utility and are prepared to carry out their obligations. The targets and allocations in the Third Plan for these purposes fall short of requirements. I have no doubt however that, if the existing allocations are utilised, with peoples' participation, additional amounts can be found by supplementing Plan allocations and through the cooperative movement. These programmes should be carried out, in my view, in 50 to 60 million acres during the Third Plan period. This is almost entirely a matter of organisation. Afforestation should also take place on a much larger scale than is envisaged in the Plan. Similarly, additional funds required for minor irrigation can be found. As regards approved seeds, improved strains have been evolved in some States for jowar but there is need for stepping up research on improved strains of millets throughout the country. This is urgent as millets have a predominant position in the economy of many States. On cotton, oil seeds etc. much useful research work is being done, but the extension arrangements should be expanded rapidly and production stepped up so that the Third Plan targets may be fulfilled. Those extension activities should be more closely integrated with the general extension movement.

In my Hyderabad speech, I mentioned the need for ensuring, that there is an uninterrupted chain of responsibility for coordinated work from the technical team at the level of the State through the district team and the block team down to the village. I also said ; 'the responsibility of the officials at different levels should be defined clearly and enforced. Criteria should be evolved for assessing their

work and promotion should depend on efficiency. The official agency should also be primarily responsible for enforcing obligations imposed by law supervising the manner in which works are carried out and taking steps to see that there is no waste or misuse. When there are cases of waste or misuse, there should be careful investigation and action taken. It is to be hoped that every effort will be made to see that officers are kept on in their position uninterruptedly for long periods, so that they might acquire local knowledge, establish personal contact with rural families and get an insight into their problems'. In recent discussions with Chief Secretaries and Development Commissioners I was glad to see that these principles were accepted in all States and that the panchayat laws and rules were framed so as to give effect to them. The administrative and other arrangements should be speedily readjusted with this end in view.

Cooperation is the soul of community development. Their aims are identical. I have dealt with the relations between panchayat raj and the cooperative movement in my Hyderabad speech. I shall only repeat here that the movement should be worked with due emphasis on its moral aims. Through cooperation a sense of social responsibility should be created. This is the essence of the movement. The well-to-do farmers in a village should assist the programmes by multiplying on their holdings the approved seeds required for the entire village, these being distributed on credit to those who connot make payments immediately ; by depositing their savings in the cooperative societies, so that as soon as practicable the entire short-term credit, needed by the society is found from members' deposits ; by seeing that loans are granted not on security of property but on personal security for creditworthy purposes ; and in other ways suited to conditions in individual villages. It is only by all families in a village recognising that their interests are interlinked and working unitedly for raising standards of living that there can be social cohesion and national unity.

Success in these production programmes will depend to a large extent on the efficiency of the Agricultural (including Animal Husbandry) Services. State Governments should reorganise these services and improve the prospects so that they may attract young men of ability. The highest appointments in these services should be held by technical men. The appointment of generalists to such posts has no justification behind it. I also hope that quite soon steps will be taken to establish an All India Agricultural Service. Problems connected with scientific land utilisation call for intensive study and research. In the context of large scale rural development programmes included in the Plans, the agricultural services have come to occupy a key position. Similarly, strong well-knit cooperative services should be built up in States. Promising young officers in the I. A. S. should be selected for the service and encouraged to stay in it for long periods.

III

I should like to revert to my point about the obligations of beneficiaries under irrigation and soil conservation programmes. My excuse is the importance of the subject. These obligations are :—

Multipurpose and large and medium irrigation projects :

(i) payment of betterment contribution ; and

(ii) construction of fields channels in holdings and their maintenance in an efficient condition.

Minor irrigation works :

(i) maintenance of tank bunds ; silt clearance of tank beds ;

(ii) construction and maintenance of field channels.

Afforestation and soil conservation programmes : allocation of financial responsibility :

Afforestation of the catchment of the basin ...	State Government
Works common to more than one village ...	do
Common works for the village	Cost to be distributed among beneficiaries ; medium term loans might be given in the first instance.
Works on individual holdings	To be carried out by the owners of holdings.

Betterment laws have been passed in many States : But implementation has been very slow. Laws defining the other obligations have been enacted only in a few States. The result is that the facilities provided remain unused over fairly long periods. Returns on the large outlays in the form of increased production and interest on capital are delayed indefinitely and national interests suffer. The Third Finance Commission has drawn attention to the fact that, in the four years—1957-58 to 1960-61—the working of irrigation projects in 13 States resulted in an aggregate loss of about Rs. 49·60 crores. Only two States showed a slight surplus (about Rs. 3 crores). I would like to draw pointed attention to this, as, if this continues longer, the working of the Third Plan will be seriously prejudiced ; as you all know, larger expenditures are proposed in the Third Plan on irrigation than in previous Plans. I appeal to all State Governments to take steps to see that these projects are worked so as to show satisfactory results in a short time.

With the experience gained in the last ten years, I take the view that a national policy is necessary in regard to obligations of beneficiaries if effective action is to be taken in States. To give an instance : in regard to inter-State river projects, betterment levies should be uniform in basis in the areas irrigated in different States. Also action taken for the levy will have to be uniform. In practice, the same considerations apply to all large and medium projects in States. The other obligations defined in regard to major and minor irrigation works and programmes of soil conservation should also be uniform throughout the country. With the adoption of a national policy, enforcement by States will become easier. I think, therefore, that power to legislate for defining and enforcing these obligations should be included in the "Concurrent List" by an amendment of the Constitution.

IV

From what I have said, it follows that the agricultural targets in the Third Plan will have to be raised. The goal of agricultural policy for the next ten to fifteen years should be defined with greater precision. The objective of doubling in ten years—*i.e.* by the end of the Fourth Plan period (1971)—the agricultural production as it stood in 1961 and of doubling *per capita* production in fifteen years—*i.e.* 1976—should be

accepted and efforts made on a national scale to achieve it. You will recall that, in the discussions held in August—September 1956 on agricultural targets for the Second Plan, the Government of India, the Planning Commission and the States agreed (I quote from the communique issued after the talks) that 'The programme of industrialisation under the Second Five-Year Plan with its special emphases on heavy industries was bound to lead to demands for largely increased agricultural production and that only a programme which aimed at doubling agricultural production in the course of the next ten years or thereabouts could meet the requirements of the national economy'. With the large expansion of industrial programmes in the Third and Fourth Plans, a much stronger agricultural base is necessary. Further the widening disparities between agricultural and non-agricultural incomes should be reduced within the shortest possible time, in the interests of national solidarity.

I apologise for the length of this address. I earnestly hope that State Governments will, with a sense of urgency, examine the suggestions I have made and take the steps needed to give effect to them.

APPENDIX 4—PART I

Speech by Shri S. K. Dey, Union Minister of Community Development, Panchayati Raj & Cooperation, at the inaugural session of the Annual Conference on Community Development & Panchayati Raj, New Delhi, July 30, 1962.

SUMMARY

In his address Shri Dey proposed three tests by which the Conference could evaluate the achievement of Panchayati Raj so far.

The first test was the impact of Panchayati Raj on the agricultural production programme. Shri Dey pointed out that expension of agricultural production was the basis not only of the development of rural areas but also of the growth of large-scale industries. The second test was the evaluation of the progress of industrialisation in the rural areas. Shri Dey wanted the Conference to examine whether adequate use was being made of the limited resources at the disposal of Panchayati Raj institutions for industrialisation.

In this connection, he referred to the 26 pilot projects which had been set up a few years earlier and noted with regret that the recommendations of the Committee under the chairmanship of Shri S.D. Mishra, Deputy Minister for Cooperation, which studied these projects, were yet to be implemented. He also regretted the fact that some States were now having second thoughts about the utility of industrial extension officers and emphasised that they were necessary precisely because the rural areas had very little industry and had to be developed from that point of view. This was very important because India had rejected the urban bias of western culture and was trying to develop an agro-industrial culture which would blend modern agriculture and modern industry while retaining the traditional culture and pattern of living. Progress was hampererd here because the rural sector was not organised and vocal and therefore could not ensure the acceptance of its demands. For instance, though the demand for rural electrification was urgent, industrial cities with their pull got preference. This meant that modern amenities were slow in reaching the rural areas which prompted the drift to the cities and the emergence of urban slums.

The third test proposed by Shri Dey was the study of how far the Panchayati Raj institutions were contributing to the progress of the weaker sections of the community. The stronger sections did not require the assistance of a Government though perhaps alert action by Government was necessary in their case to protect the rest of the community from them and to provide temporary crutches to the weaker sections till they were able to stand on their own.

Shri Dey referred to the Committee under the chairmanship of Shri R. R. Diwakar and the Study Team under the chairmanship of Shri K. Santhanam which had been appointed to make recommendations regarding the important role which the Gram Sabha could play and the problem of resources of the Panchayati Raj institutions respectively. He also drew attention to the controversy regarding the ideal method of election to Panchayati Raj bodies and mentioned that a committee would be appointed by the end of the year to study all aspects of this problem.

In a brief review of the progress made during the last ten years, Shri Dey traced the organic and logical growth of the Community Development movement to embrace Panachayati Raj and Sahakari Samaj (cooperative form of economy). Juxtaposing the pre-Independence and post-Independence realities, he recalled the division of India into 550 arbitrarily ruled States and today's emergence of 250,000 Panchayats with their real, if invisible, sovereignty. He emphasised that legislation was no substitute for popular action. If the Panchayats were to become live, intensely active institutions, vibrating in unison with the highest institution embodying democracy in the country, the Parliament, people had to be trained and educated for their great new responsibilities. Shri Dey emphasised that here the policy was to vest the responsibility of training the people in non-official popular institutions themselves.

Shri Dey pointed out that the concept of Panachayati Raj was not complete unless development and justice marched together. We should introduce healthy Nyaya Panchayats as a complement to the Development Panchayats. He referred to the bad reputation from which certain Panchayats in different parts of the country suffered on account of the bad activities of some Nyaya Panchayats. This problem would be taken up when the report of the Committee set up by the Government to study the working of the Nyaya Panchayats came up for discussion.

Shri Dey asserted that it was not possible to build one rural India and one urban India. The urban community development programme will be discussed in the forthcoming Conferences of Mayors of Corporations and of Local Self Government Ministers. But Shri Dey expected that the Development Commissioners who have had experience of the working of the rural community development programme for many years would be able to make valuable contribution to the planning of the urban programme.

Shri Dey concluded by emphasising the great importance of women's movement and youth movement. It is women who give stability and youth that impart life to a movement. Shri Dey wanted the Conference to devote special attention to the problem of bringing women and youth into the programme in an organised way.

APPENDIX 5—PART I

Summary of the main recommendations and Conclusions of the Annual Conference of Community Development & Panchayati Raj held at New Delhi from 30th July to 1st August, 1962.

Serial No.	Reference to para of the main recommendations.	Summary of Recommendations
1	2	3
		Review of Action taken on Important Recommendations of the Annual Conference 1961
1	1·3	A procedure for making an advance of matching grants to Panchayats without insisting on audited figures of collection of taxes should be adopted.
2	1·4·2	A provision should be made in the Panchayat and Panchayati Raj Acts for disqualifying defaulters in the payment of taxes to any of the Panchayati Raj bodies from contesting elections to the Panchayati Raj institutions.
3	1·5	The position regarding cooption of specialists to Standing Committees of Panchayati Raj institutions should be reviewed after obtaining the views of those States which have not yet sent a reply.
4	1·7	The States which have not yet held the Conference of Panchayats may do so as early as possible.
5	1·8	Integrated publicity programme for the Third Plan period may be drawn up where not already done.
6	1·9	The question of the Centre bearing 50 per cent of the total expenditure involved in translating and printing publications in regional languages should be examined by the Ministry.
		AGRICULTURAL PRODUCTION
		Village Agricultural Production Plans
7	2·1	Concerted effort should be made to prepare production plans in all villages.
8	2·3	Official machinery, both administrative and technical, should be strengthened where necessary.

APPENDIX 5—PART I-(*Contd.*)

1	2	3
9	2·3	While granting loans, cooperatives should follow closely village agricultural production plans.
10	2·5	Agricultural Extension Officer should write confidential reports of the V. L. Ws which should be taken into consideration by the B. D. O.
		The Collector should obtain the views of the District Agricultural Officer in writing on the work the B.D.O., before recording his remarks in the confidential reports.
11	2·6	Additional programmes for agricultural production should be drawn up and additional funds assured during Third Plan period where existing programmes have been effectively implemented and fullest use of existing resources made or where programmes are inadequate.
12	2·7	The proforma for preparing village agricultural production plans may be translated in regional languages and supplied to panchayats.
		Poultry, Milk products and Fisheries Development in CD Blocks around larger urban centres
13	3·2	Revolving capital should be provided for processing of poultry feed and marketing of eggs.
14	3·3	The Ministry of Food & Agriculture might circulate a concrete plan of action recommending organisational and other facilities required.
15	3·4	As far as possible cooperatives should be utilised for the development of poultry by the farmers.
16	3·6	In locating breeding bulls and artificial insemination centres, preference should be given to areas under dairy development.
17	3·7	Incentives should be provided by substantial reduction in water rates for fodder cultivation.
18	3·8	Concrete action programme for increasing the production of milk should be prepared.

APPENDIX 5—PART I-(*Contd.*)

1	2	3
		Fisheries Development
19	3·11	Adequate marketing arrangements and attractive price for the fish produced by the primary units may be provided.
20	3·12·1	An integrated plan for production, collection, processing, transportation and marketing of fish in block areas and their distribution in the urban centres should be formulated.
21	3·12·2	Schemes like fish seed farms, fish stocking, etc. should be located in blocks around selected urban centres.
22	3·12·3	An integrated plan should be operated on a cooperative basis by organising primary fishermen's cooperatives.
23	3·12·5	The urban centres should be provided with cold storage, hygienic fish markets and proper transport facilities.
24	3·12·6	Foreign exchange may be provided for import of nylon yarn and engines for boats and import licences for these should be given as far as possible to fishermen's cooperatives or their federations.
		Maintenance of Irrigation Works by Panchayats and other local organisations
25	4·2(a)	Legislation for enforcing obligations and fixing responsibility for construction and maintenance of field channels of beneficiaries should be framed.
26	4·2(b)	Survey and integrated planning of minor irrigation possibilities at the block and district levels should be undertaken.
27	4·2(c)	Provision should be made for facilities of repair of engines and pumping sets and other lift appliances.
28	4·3(a)	Annual funds should be placed at the disposal of Panchayati Raj bodies for maintenance of irrigation works.
29	4·3(b)	Additional funds should be provided to Panchayats for satisfactory maintenance of protective works where necessary.

APPENDIX 5—PART I-(*Contd.*)

1	2	3
30	4·3(c)	Panchayats should be empowered by legislation to levy suitable charges on the beneficiaries to defray maintenance expenditure.
31	4·3(d)	Complete control of the works should be transferred to the Panchayat institutions.
32	4·3(e)	Proper technical standards for the maintenance of various types of works should be prescribed and the services of the block overseers should also be made available for technical guidance.
33	4·3(f)	Provision should be made empowering Government to take over the works, carry out maintenance and recover costs from the concerned bodies/beneficiaries where necessary.
34	4·4	Special irrigation cooperatives of beneficiaries should be organised where necessary and irrigation cooperatives authorised to levy charges from the non-beneficiaries and enforce obligations where 2/3rd or more of the beneficiaries from such a cooperative.
35	4·5	Existing tanks in the command of major/medium irrigation works should continue to be maintained.
36	4·6	The question of having a uniform national policy on betterment levy and customary obligations of beneficiaries should be considered by the Planning Commission and the National Development Council.
		Implementation of schemes of local manurial resources and chemical fertilizers
		Local Manurial Resources
37	5·1	The State Governments should maintain the original targets accepted for the Third Plan period.
38	5·2	States which have not taken up to the schemes for pilot sample surveys should make a start now.
39	5·4	Further efforts should be made to educate the people and their organizations in the preparation and utilization of night soil compost.

APPENDIX 5—PART I-(*Contd.*)

1	2	3
40	5·5	Training of farmers in the development and utilization of local manurial resources should be intensified.
41	5·7	Special campaigns to develop manurial resources at a convenient time during slack agricultural season should be organised.
		Chemical Fertilizers
42	5·8	Training of field workers and non-officials, substantial price differential between popular and less popular fertilizers and propaganda and publicity through films should be undertaken.
		No demonstrations for Ammonium Sulphate is necessary except in special areas and under special circumstances.
43	5·9	Special efforts should be made to make supplies of cement, sheet metal and local for construction of godowns available in time and the question of proportionately raising the present ceiling of Rs. 10,000 for construction of rural godowns should be considered.
44	5·10	State Departments of Agriculture should organise the training of salesmen of cooperative societies at the district and block levels.
45	5·12	Where cooperatives are weak and are not in a position to take up distribution of fertilizers, alternative arrangements to be made should be reviewed. Such alternative arrangements should be only on an ad-hoc basis and private trade may be permitted in restricted and strictly defined areas for short periods, until the cooperatives take over the function.
		Introduction of Bio-gas plants on an extensive scale
46	6·1	Field visits and demonstrations should be arranged.
47	6·2	Popularization of Bio-gas plants should be taken up on an experimental basis in a few selected blocks.
48	6·3	The State Agricultural Engineer and other state level officers connected with the programme should be fully associated from the very beginning of the launching of the programme.

APPENDIX 5—PART I-(*Contd.*)

1	2	3
49	6'4	Adequate supplies of burners, mantles, stoves, engines, etc., should be arranged before launching the scheme.
50	6·5	Proper publicity programme should be taken up sufficiently well in advance where the programme is to be launched.
51	6'6	Steps should be taken to instal and use Bio-Gas plants at the agricultural and dairy farms as demonstration units for the surrounding villages.
		Improved Implements
52	7·1	Programme of intensive popularization of improved agricultural implements should be taken up.
53	7·2	Training programmes for officials and non-officials should be intensified.
		Marketing of Agricultural Produce
54	8·1	Immediate steps should be taken to pass the Agricultural Produce Markets Act where not yet done. Where Act has been passed, promulgation of regulations should be expedited. Where more than one Act is in operation, the market laws should be unified.
55	8·2	The question of immediate payment by traders on taking delivery of produce should be examined in greater detail and rules modified in the light of further study.
56	8·3	Seminars on regulated markets should be arranged.
57	8.4	Measures should be taken to introduce systems of grading, inspection services and further intensification of marketing news and marketing intelligence in the regulated markets.
58	8·5	Action should be taken for expeditious construction of the godowns of marketing societies and the rural godowns.
59	8·6·1	An agreement should be taken from the member of the primary credit society for selling his produce through cooperative marketing society.
60	8·6·2	The cooperative marketing society should undertake to deduct the dues of the primary credit society from the member when he sells his produce through it.

APPENDIX 5—PART 1-(*Contd.*)

1	2	3
61	8·6·3	The primary credit society should send the demand list to the marketing society showing the names of members and amounts due before the harvest of the crop.
62	8·6.4	Positive incentive to encourage repayment through marketing cooperatives should be provided.
		Review of Progress and problems of multiplication and distribution of improved seeds
63	9·2	Subsidy for meeting the expenditure of premium, transport, etc. may be provided.
64	9·3	Efficient arrangements must be made to extend the programme of seed multiplication and distribution in full to all the villages.
65	9·4	There should be only one class of registered growers for cereals.
66	9·5	Facilities for efficient management of farms should be further developed.
67	9·6	The question of distribution of improved seeds through cooperatives should be considered in detail by each State.
68	9·8	Production incentives should be provided to farm staff in respect of quality and quantity of seeds produced.
69	9·9	Research on millets should be intensified.
		Soil Conservation
70	10·1	Dry farming programme may be implemented by the Department of Agriculture through block extension agency.
71	10·2	Training for the officials should be part of initial training and refresher courses and training of non-officials should form part of Gram Sahayak training programme.
72	10.3	In each block one or more small dry farming demonstration project should be set up and financed out of the block budget.
73	10.4	Proper technical standards for soil conservation measures should be adopted.

APPENDIX 5—PART 1-(*Contd.)*

1	2	3
74	10.6.1	Soil conservation measures should be taken on catchment basis.
75	10.6.2	Research work should be further strengthened on problem areas like black cotton soil.
76	10.6.3	Soil conservation & of afforestation programmes should be undertaken on a priority basis in the catchment area of major dams.
		Farm Forestry
77	11.3	State Governments may consider providing incentives to panchayats. Remission of land rents for such plots may be considered.
78	11.4	The Ministry of Food & Agriculture should supply literature on the subject of farm forestry.
		Rural Industries Programme
79	12.2	Coordination Committees should be constituted at State, district and block levels.
80	12.3	Schemes included in the integrated programme should be classified and approved by Government on the advice of the State level coordination committee.
81	12.4	The State level coordination committee should decide the district and block-wise location of schemes to be implemented by the Department and draw up a phased programme for its implementation making specific allocations of funds. Similarly, the District level coordination committee should take action for schemes to be implemented by Zila Parishads and draw up a phased programme for their implementation making specific blockwise allocation of funds.
		A time schedule should be worked out for the establishment of rural industrial estates.
		A time schedule should also be worked out in regard to establishment of cluster-type training centres and common facility centres.
82	12.5	Proceedings of the Block level committees should be sent to the District level committees for review. Proceedings of the District level committees should similarly be sent to the State level committees.

APPENDIX 5—PART 1-(*Contd.*)

1	2	3
83	12.6.1 12.6.2	The State level coordination committees should decide before the commencement of the year the funds likely to be made available for credit purposes and then make a district-wise apportionment. Similarly, the District level coordination committee should also make block wise allocation.
84	12.6.3	The funds available from the schematic budget of the blocks and the State-aid to Industries Act may be channelised through the panchayat samitis till such time as cooperative banks can take over this work also.
85	12.7	(a) A pool of cooperative sub-inspectors should be formed. (b) A pool of technical guides should be formed.
86	12.8	State governments should take necessary steps to demonstrate, popularise and ensure a steady supply and distribution of improved tools.
87	12.9	Common facility centres should be located where there is a concentration of artisans and industrial cooperatives.
88	12.10.1	The training imparted to block level Extension Officers (Industries) needs revision.
89	12.11	An additional officer should be put in exclusive charge of the rural industrialisation and he should be invested with the power of a Joint Registrar of Cooperative Societies or there should be a whole time Joint Registrar for industrial cooperatives attached to him.
90	12 13	Provision should be made for loans for artisans in each block and power delegated at block level for disbursement of such loans.
91	12.14	A minimum of two village industries should be started in every block.
92	12.15	One set of selected tools should be provided to each Extension Officer (Industries) and each technical guide of the district pool should be provided with a set of tools for training in his trade/industry.

APPENDIX 5—PART 1-(*Contd.*)

1	2	3
93	12.16	Women organizers should be appointed for promoting and supervising industrial cooperative societies.
94	12.17	Industrial cooperatives may be exempted from sales tax or the limit of turnover for levy of sales tax may be suitably raised multiplied by the number of working members of the society.
95	12.18	State Governments should persuade cooperative banks to finance industrial cooperative societies more liberally.
96	12.19	Necessary arrangements for training managers and secretaries of industrial cooperatives should be made.
97	12.20	The Extension Officer (Industries) should provide technical service and guidance to industrial cooperative societies.
		WEAKER SECTIONS OF THE COMMUNITY
		Drinking water supply
98	13.1	All the funds available for rural water supply under various programmes should be pooled.
99	13.2 & 3	Surveys of villages in each block should be undertaken and villages classified by the block staff with the assistance of the State Health Department.
100	13.4	A phased programme for providing drinking water suply should be drawn up and executed from the pooled funds in order of priority.
101	13.5	Programmes will be administered by the panchayat samitis at the block level and in their absence by the Department concerned.
		Where panchayats are still to be constituted, it is advisable that one single agency should handle this programme at the block level.
102	13.6	The agency for execution should be prescribed where the engineering staff of the panchayat samiti is not competent.
103	13.7	In executing schemes to benefit villages which are predominantly inhabited by weaker sections of the community, the funds both from the general pool of resources and the Home Ministry's grants should be utilised.

APPENDIX 5—PART 1-(*Contd.*)

1	2	3
104	13.8	In case of works benefiting mostly scheduled castes and scheduled tribes and other backward classes, people's contribution may be fixed at 12½ per cent of the cost of work or the extent of unskilled labour whichever is less and the Zila Parishad and the District Collector may also be given discretion to reduce it further in deserving cases.
		Economic Programme of Poultry—disbursement of loans etc.
105	14.1	The concessions to be given to the weaker sections may be 50 per cent outright grant subject to a maximum of Rs. 100/-towards the cost of the poultry house and equipment and a loan of Rs. 100/- recoverable in easy instalments.
106	14.3	The loans may be given on personal security and channelised through cooperative societies or panchayat samitis.
107	14.4	A cooperative society may be formed where 10 or more persons in the same village are given assistance.
108	14.5	Further assistance for development of poultry should be given only to those who had repaid their loans.
		Rural Housing Coordination Programme
109	15.2	Housing Schemes for backward classes under which subsidies are available should be integrated with the schemes for village housing projects and the amount of loan limited to the total estimated cost of the house minus Rs. 1,000/-subjet to the ceiling prescribed under the schemes.
110	15.3	Preference should be given to members of the backward classes in granting loans for housing from the block budget.
111	15.4	The location of housing colonies and model villages for backward classes should be left to the panchayat samitis.

APPENDIX 5—PART 1-(*Contd.*)

1	2	3
		Role of Panchayati Raj bodies in Cooperative Farming and Special benefits to the weaker sections
112	16.1	Panchayati Raj bodies should help in the formation of cooperative farming societies and extend assistance to them.
113	16.2	Panchayati Raj institutions should bring their own lands under cooperative farming.
114	16.3	Panchayat samitis should draw up a plan for the development of their lands through cooperative farming societies.
115	16.4	The Standing Committee of the Samiti, the Zila Parishad and the State Advisory Board should review the working of the cooperative farming societies under their jurisdiction and reports sent to the National Cooperative Farming Advisory Board.
		Women & Children Programme and training of workers
116	17.1.1	The various agencies carrying out women's programme should be integrated at all levels in the state and a separate women welfare department should be set up.
117	17.1.2	Better progress should be made in the matter of providing security of service and a line of promotion for Gram Sevikas and Mukhya Sevikas.
118	17.1.3	Nucleus provision may be made for 5 years for women and children programme in Post stage II blocks.
119	17.2	Only States having more than 100 Gram Sevikas may suitably group districts into regions for competing for the regional level prize.
120	17.3	The amount of the prize for Gram Sevikas should be the same as that for Gram Sevaks.
121	17.5.1	Associated women workers may be trained not only in Gram Sevikas' Training Centres but in other Women Training Centres run by voluntary organisations.

APPENDIX 5—PART I-(*Contd.*)

1	2	3
122	17.5.2	Suitable non-recurring grant of about Rs. 2500/- may be given for small additions and alterations for training centres other than Gram Sevikas' training centres.
123	17.6	Training of the women members of only the Panchayat Samiti and Zila Parishad should be undertaken as a part of the existing training centres at the Panchayati Raj Training Centres. Women trainees may be taken up in separate batches and training imparted in the organisational aspects as well as in regard to women and children's welfare aspects.
		Youth Programme and Training of Youth Workers:
124	18.1	Extension Officer responsible for Social Education work should assume direct initiative for organising at least 2 youth clubs per V. L.W circle. Either the V.L.W. or the primary school teacher or the headmaster or a teacher should be made responsible for follow up, help and guidance in respect of youth clubs at the village level.
125	18.2	Assistance of local individuals or groups affiliated to voluntary organisations may be taken to organise other youth clubs. Each Gram Sevika should organise and provide necessary follow up and guidance to at least two youth clubs for girls.
126	18.3	State Governments should reorganise the Directorate dealing with the youth programme.
127	18.4	The actual programme of training should be pushed forward.
128	18.5	Competitive rallies and sports festivals should be organised at State and all-India levels.
129	18.6	The Railway Board should be approached to give the same concession as in the case of farmers for Bharat Darshan Tours.
130	18.7	In agricultural fairs, etc., separate sections for the agricultural, cottage and village industries products of youth should be provided. There should be separate prize for members of the youth clubs.

APPENDIX 5—PART 1-(*Contd.*)

1	2	3
131	18.8	Training in agriculture and animal husbandry should be given to rural youth in the villages by adjustment of existing programmes for training of Gram Sahayaks and other programmes of the kind by the concerned departments.
132	18.9	Youth organisations which have developed sufficiently may function as associated organisations of Panchayati Raj bodies and take over some of their activities.
		Social Education, Adult Literacy and Education :
133	19.2	Plans under the scheme should be worked out along with financial requirements.
134	19.3	The Planning for literacy programme could be taken up at the village level and the planning made use of by panchayat samitis and zila parishads for preparing their own plans.
135	19.4	Efforts must be made to relate the programme of libraries and reading rooms to the adult literacy programme.
136	19.5	Attention should be given to the maintenance of the standard of literacy by proper follow up measures.
137	19.7	Adult literacy should be taken up as an integral part of the community development programme and wherever possible introduced in occupational training centres existing in development blocks.
138	19.7	In the initial stage the programme of adult literacy may be concentrated among the members of panchayat samitis and cooperatives.
139	19.8	A study should be undertaken of the problem of creating proper motivation and adoption of proper method of approach in promoting adult literacy programme among adults in areas where the mass literacy programme had already been launched and Training Centres should be actively associated with this study.

APPEDIX 5—PART I-(*Contd.*)

1	2	3
		HEALTH
		Rural Water Supply :
140	20.2(i)	A phased programme should be drawn up.
141	20.2(ii)	A Single coordinating agency at the State level should be responsible for drinking water supply scheme and a single agency should handle the programme at the district and the block level.
142	20.2(iv)	The technical schemes of the programme which cannot be taken in hand by the engineering staff of panchayat samiti should be entrusted to the Public Health Engineering Department.
143	20.2(v)	All resources under the various programmes should be pooled together and allocated for execution through panchayat samitis.
144	20.2(vi)	Priority should be given to villages where no well or any other source of drinking water is available.
145	20.2(vii)	The quantum of people's contribution should be fixed in relation to the unskilled labour involved and not to the cost of the project in areas where the cost of water scheme exceeds Rs. 5,000/-
146	20.2(viii)	Integrated piped water supply schemes where necessary should be taken up under the Local Development Works Programme.
147	20.2(ix)	Special importance and attention may be paid to maintenance of completed schemes.
		Family Planning':
148	21.1(i) & (ii)	Each block should have annual targets for sterilization and the States should organise 3-days orientation Camp for Village Leaders.
149	21.1(iv)	Requirments of trained personnel should be reviewed and training facilities augmented/increased.
150	21.1(v)	Enthusiastic and trained non-officials should be appointed as Pariwar Kalyan Sahayaks and Sahayikas shouid be allowed small monthly honorarium. Local depots for stocking and distribution of contraceptives should be established at the rate of one per gram panchayat.

APPENDIX 5—PART 1-(*Contd.*)

1	2	3
		Applied Nutrition Programme :
151	22	Each State should follow the schedule of programme agreed to during the regional seminars. Ministry of Community Development, Panchayati Raj and Cooperation should also consider holding of a seminar for State Nutrition Officers and administrative Officers in charge of the programme at the State headquarters.
		Tribal Development Blocks :
152	23.1	All States should catch up with the programme of starting tribal development blocks during the current-years.
153	23.2	The feasibility of giving preference to tribal development blocks while alloting medical and engineering personnel to the blocks should be considered.
154	23.5	Arrangements for training of teachers of institutions imparting training to the staff of tribal development blocks should be made.
155	23.6	In the initial stage all the available training facilities should be effectively utilized.
156	23.7	Free residential quarters should be provided for all the block staff including VLWs.
157	23.8	Officers of maturity and aptitude for work should be selected as BDOs incharge of tribal development blocks and the State Governments should examine the question of allowing special allowances and other facilities to such officers.
158	23.9	As many tribals as possible should be recruited consistent with the required standard of efficiency for tribal development.
		PANCHAYATI RAJ
		Ten-Point Test Review :
159	24.1	The brochure of Ten Point Test should be bought out in regional languages for wide distribution and an illustrative pamphlet should be issued for popularising the Ten Point Test in rural areas.

APPENDIX 5—PART 1-(*Contd.*)

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160	24.3	The quarterly reports of every Panchayati Raj body should be reviewed by the next higher tier with reference to the Ten Point Test.
161	24.4.1.	Effective steps should be taken to ensure that the Gram Sabhas fully participate in the preparation and implementation of the village production plans.
162	24.4.2	The Study Team on Gram Sabha may also examine in detail the specific role of the Gram Sabha in the preparation of the village agricultural production plan.
163	24.4.3	A calendar of operations for the various stages in the preparation and implementation of the plan should be adhered to strictly by the Panchayati Raj institutions as well as the extension staff.
164	24.4.4	In the Village Agricultural Production Plans, special attention should be paid by the Panchayati Raj bodies to dry farming, soil conservation ; utilization of local manurial resources and maximum utilisation of irrigation potential.
165	24.4.5	Programmes for promotion of rural industries similar to those obtaining in Orissa, U. P. and Punjab may be tried in other States.
166	24.4.6	Where the Panchayat Samitis and Panchayats themselves run industries, assistance should be given to them under the State Aid to Industries Act.
167	24.4.7	Management of rural industrial estates should be vested in the Panchayat Samitis.
168	24.4.8	A certain percentage of the power available in each State should be earmarked for the rural sector for rural industries and agricultural pumping sets.
169	24.4.9	Panchayati Raj bodies should be encouraged to advance loans upto 25 per cent of the cost of electrification. Power for street lighting should be provided after meeting the requirements of the small industries and agricultural pumping sets.

APPENDIX 5—PART 1-(*Contd.*)

1	2	3
170	24.4.11 & 26.1.1	There is a need for earmarking a certain percentage of the funds of the Panchayats and Panchayat Samitis for specific programmes for the welfare and development of the weaker sections. The implementation of this recommendation should be kept under constant review.
		Demarcation of jurisdiction of urban and rural local bodies :
171	25.1	The question of demarcating the jurisdiction of urban and rural local bodies and for providing a link between the urban bodies and the Panchayati Raj institutions should be remitted to a Study Team.
		Panchayati Raj Institutions and the Welfare of Backward Classes :
172	26.1	Where sub-committees of Panchayat Samitis and Zila Parishads have not yet been established to look after the welfare of the weaker sections, they may do so soon.
173	26.4	Associate organisations could help Panchayati Raj institutions in discharging their responsibilities towards weaker sections by attempting specified measures.
174	26.5	Special efforts should be made to ensure that as many members of the weaker sections as possible attend meetings of the Gram Sabha and Seminars and meetings and melas organised by Panchayati Raj bodies.
175	26.6	Community meals should be organised by Panchayati Raj bodies.
176	26.7	District Officers incharge of social welfare should assist and guide the Standing Committee of the Samiti besides looking after weaker sections.
		Report of the Study Team on Nyaya Panchayats :
177	27.1.1	Nyaya Panchayats should be set up for a group of Panchayats instead of villages. While in the immediate future, the Nyaya Panchayats may be elected indirectly by the members of the Gram Panchayats, the ultimate aim should be to have direct elections to the Nyaya Panchayats from the Gram Sabhas.

APPENDIX 5—PART 1-(*Contd.*)

1	2	3
178	27.1.2	Special representation should be provided through cooption for scheduled tribes also.
179	27.1.4	The parties should be free to nominate persons, including the Nyaya Panchas, to whom the dispute may be referred for canciliation.
180	27.1.5	The clerks employed by the Nyaya Panchayat should be borne on the district cadre of the Panchayati Raj institutions.
181	27.1.6	The State Governments should work out suitable arrangements for appointing a special officer or specified judicial officer, keeping in view the local conditions.
182	27.2	The same person should not be allowed to serve on both the Nyaya Panchayat and the Gram Panchayat.
		Training Programme :
183	28.1	The position regarding shortage of trained personnel should be reviewed and steps taken in time for recruitment and training of different categories of block personel.
184	28.2	Selected stockmen may be trained for a period of one year and posted as Extension Officer (Animal Husbandry).
185	28.3	Where there is heavy shortage of Mukhya Sevikas and Gram Sevikas, possibility of recruiting them from States like Kerala may be considered.
186	28.4	There should be only one condensed course for V.L.Ws in each State and possibility of increasing the capacity of some of the existing Gram Sevaks' Training Centres should be examined.
187	28.5	A special course may be fixed for the training of instructors Gram Sevaks' Training Centres which would be set apart for training of V.L.Ws from tribal areas.
188	28.6	States having a small number of tribal development blocks may send their V.L.Ws to a centre at Ranchi for training.

APPENDIX 5—PART 1-(*Contd.*)

1	2	3
189	28.7	Panchayati Raj Training Centres should be run by suitable non-official voluntary organisations and where they do not exist they may be run by Zila Parishads or by a joint committees of the Panchayat Samitis.
190	28.8	The cost of establishment of Panchayati Raj Training Centres should not be linked up with the attendance. There should be a separate minimum provision for each centre towards the cost of staff and other establishment charges. 50 per cent of the total recurring expenditure should be paid by the Government of India. As regards the remaining 50 per cent it may be left to the State Governments to find funds in such a manner as they deem fit.
191	28.9	A detailed schedule of courses should be drawn up in advance both for institutional and peripetatic training.
192	28.10	Subjects of Family Planning, national integration and village agricultural production plans should be included in the syllabus.
193	28.11	The Development Commissioners may review the progress of orientation of teacher educators in Community Development periodically with Education Secretary and the Director of Education in the State.
194	28.12	The Development Commissioner may review the steps taken to include the subject of Community Development in the syllabus of the Teachers' Training Institutions.
195	28.13	The Development Commissioners should review periodically the progress and implementation of other training schemes.
196	28.14	Gram Sevaks should also be included under the scheme of training reserve.

Section 2—Agenda Notes for the Annual Conference on Community Development & Panchayati Raj.

AGENDA ITEM NO.—Review of Action Taken on Important Recommedations of the Previous Conference.

A statement showing the action taken on the recommendations of the Annual Conference on Community Development and Panchayati Raj held at Hyderabad in July, 1961 is circulated separately.

The Conference may however, review the action taken on the important recommendations contained in the Annexure to this note and which are not included in the Agenda notes against specific items.

ANNEXURE

Enclosure to Agenda Item No. 1

Action taken on the important recommendations of Hyderabad Conference

Item	*Action taken*
1. The Gram Sabha should be a statutory body and should be assigned the following specific functions : (1) Discussion on the draft annual budget and programme of the Panchayat. (2) Consider and comment on the annual administrative report of the Panchayats. (3) Consideration of the annual audit report. (4) Consideration of proposals for fresh or enhanced taxation not covered by the budget and the annual programme. (5) To consider proposals for organising community service and voluntary labour or mobilisation of local people for specific work.	The Gram Sabha has been statutorily recognised in 9 States, namely, Assam, Bihar, Gujarat, Maharashtra, Madhya Pradesh, Orissa, Punjab, Uttar Pradesh and West Bengal. Andhra Pradesh has included a provision in the new integrated Panchayats Bill recognising the Gram Sabha statutorily. The Mysore Act provides for periodical meetings of all adult residents of the village for consideration of the statement of accounts of the previous year and the programme of work. The State Government proposes to amend the Act to make the Gram Sabha a statutory body. Similarly, there is a provision for the meeting of adult residents of village in Rajasthan and Jammu & Kashmir. The State Governments are at present considering the question of statutory recognition of Gram Sabha. In view of the heavy population coverage of Panchayats in Kerala, the State Government consider that it will not be desirable to recognise the Gram Sabha. The matter is under consideration of the Government of Madras. Where the Gram Sabha had been statutorily recognised, the functions recommended by the Conference have been generally assigned to it. In the case of States where it has not been statutorily recognised but there is provision for meeting of the adult residents of the village periodically, State Governments were requested to assign these functions, if they had not been already assigned, through executive instructions. Out of the three States coming in this category Mysore has expressed that it would not be possible to assign these functions through executive instructions until the statutory recognition of the Gram Sabha whereas the matter is under consideration in Jammu & Kashmir and Rajasthan.

Item	Action taken
	Even in the States in which the Gram Sabha is a statutory body, it is not meeting regularly and the general response from the villagers to the meetings is not very encouraging. The Gram Sabha is yet to develop into an institution capable of exerting its effective influence on the Village Panchayat. The Government of India, therefore, set up a study Team under the Chairmanship of Shri R. R. Diwakar, with the following terms of reference : (i) To study the working of the Gram Sabha, Gram Panchayat and the Panchayat Samiti with special reference to :— (a) the extent to which the Gram Panchayat is influenced in its policies and decisions by the views and mandate of the Gram Sabha, and the extent to which Gram Sabha is involved in the implementation of programmes : (b) the extent to which the existing powers and functions of Sarpanches of village Panchayats and Pradhans of Panchayat Samitis are consistent with the institutional functioning of the Panchayats and Panchayat Samitis. (ii) To suggest measures necessary to ensure that :— (a) The Gram Sabha is built up as the base of Panchayati Raj, and (b) Sarpanches (Panchayat Presidents) and Pradhans (Presidents of Panchayat Samitis) function institutionally. The Study Team is expected to submit its report by the end of 1962.
2. Panchayats should be encouraged to levy and realise taxes through a system of matching	The system of providing matching grants to village Panchayats on house tax collected is obtaining in Madras. In Maharashtra there is provision for

Item	Action taken
grants and incentive grants.	matching grants and incentive grants to Zila Parishad. In Gujarat the District Panchayat is empowered to make incentive grants to Gram Panchayats for levying taxes out of the District Gram Encouragement Fund. The legislation of other States does not provide for these grants. No information is available whether any scheme has been introduced through executive instructions in these States. Assam has, however, intimated that it would be hardly possible for the State Government to give matching and incentive grants in its present financial position.
3. Certain items of taxation should be made obligatory. The influence of public opinion may be brought to bear on the tax defaulters by making a provision to get their names announced in the meetings of the Gram Sabhas.	Certain items of taxation have been made compulsory in the case of Panchayat in all States except Assam, Gujarat, Jammu & Kashmir, Maharashtra, Rajasthan and Uttar Pradesh. Whereas Gujarat has definitely indicated that they do not consider it necessary to make certain items of taxation compulsory, the other State Governments have not communicated their views. No information is also available whether in those States where certain items of taxation have been made obligatory they have any proposal to increase the number of items under this category. Gujarat has not agreed to the suggestion to mention the names of tax defaulters at Gram Sabha meetings. Other State Governments have not indicated their views.
4. Cooption to the Panchayati Raj institutions may be confined to Scheduled Castes, Scheduled Tribes and women. Cooption of specialists may be made to the Standing Committees only.	Cooption of specialists to Panchayat Samitis exists in Andhra Pradesh, Bihar, Gujarat, Rajasthan, and Uttar Pradesh. Cooption of specialists to Zila Parishads exists in Gujarat and Rajasthan only. Rajasthan proposes to take up the suggestion at the time of the next amendment. The reactions of the other State Governments concerned are not available.
5. A Board or a Commission at the District/State level may be appointed to make recruitment to Zila	In Andhra Pradesh the Panchayati Raj Services have been classified into three cadres, namely, the State Cadre, the District Cadre and the Block Cadre,

Item	*Action taken*
Parishad and Panchayat Samiti cadres, to hear appeals on service and disciplinary matters, etc.	Recruitment to the State Cadre is done by the State Public Service Commission or by departmental promotion. Recruitment to the District Cadre is done by a District Selection Committee and that at the Block level is done by the President of the Panchayat Samiti. In Rajasthan a Panchayat Samiti and Zila Parishad Service has been constituted and recruitment is done by a State Level Selection Committee, while the actual appointment is made by the District Establishment Committee. The Gujarat Act also provides for the constitution of a Panchayat Service. Recruitment to the service is to be done by the State Panchayat Service Selection Board and District Panchayat Selection Committee. The Maharashtra Act provides for the establishment of a District Technical Service under District Service. Divisional Selection Boards will recruit candidates to the District Technical Service. Selection to the District Service is to made by the District Selection Board. In Bihar, selection of candidates for appointment to non-gazetted posts under Panchayat Samitis and Zila Parishads will be made by a Divisional Level Committee. Selection to ministerial posts in Class 3 and Class 4 will be made by the District Level Committee.
6. Panchayats within the Panchayat Samitis may hold a Conference once a year to review the general working of the Panchayat Samitis.	Madras and Gujarat are of the view that since the Panchayat Samiti is constituted through indirect elections and Panchayats are already represented on the Panchayat Samiti, there is no need for having a Conference of Panchayats. Orissa and Mysore are of the view that it may not be appropriate to have a Conference of Panchayats specially for the purpose of reviewing the general working of Panchayat Samitis; Conferences at the District level where the representatives of the Panchayati Raj institutions will meet will serve the purpose. Welcoming the idea, Rajasthan feels that no legal provision is required to be made. The matter is under consideration in Andhra Pradesh and Madhya Pradesh.

Item	*Action taken*
7. Each State should draw up an integrated publicity programme for the Third Plan period.	Andhra Pradesh, Assam, Kerala, Madhya Pradesh, Maharashtra, Uttar Pradesh and West Bengal have implemented/agreed to implement the recommendation. Replies from others awaited.
8. Certain basic publications on the programme should be published by the Ministry in all Indian languages and supplemented on a large scale by the States undertaking the publications of other titles in their respective languages.	State Governments were requested in 1960-61 to undertake the translation and printing in regional languages of 9 selected publications with 100 per cent subsidy from the Central Government. As most of the States could not complete the work within the financial year, necessary funds were placed at their disposal in 1961-62 for completion of the work. Another 8 selected publications were also entrusted to the State Governments for translation and printing into regional languages in 1961-62 with 50 per cent subsidy from the Central Government *vide* letter No. 36/26/60—T.III, dated 25-10-61. In addition a sum of Rs. 11,000 was placed at the disposal of Government of Uttar Pradesh to meet upto 50 per cent cost on the production of 15 lakhs copies of the folder "Karma Hi Jevan Hai". The programme of translation and printing into regional languages of selected publications will continue throughout the Third Plan period. Some more publications will be selected shortly for translation in regional languages under 50 per cent subsidy scheme. State Governments will also be requested to bring out some publications of their own accord and 50 per cent subsidy will be made available to States subject to the condition that their contents are acceptable to the Ministry.
9. Gram Sahayaks' training programme.	Instrcutions have already been issued to the State Governments on the recommendations. Detailed syllabus also has been circulated to the State Governments and in addition, instructions have been issued for making necessary arrangements for training of trainers of Gram Sahayaks. The suggestion to have separate camps on Panchayati Raj and Sahakari Samaj was, however, dropped and necessary instructions issued to State Governments.

Agenda Item No 2—AGRICULTURAL PRODUCTION

Item 2. (i) Village Agricultural Production Plans

The preparation of village agricultural production plans has been taken up by the States in varying degrees over the last two years. During May-June, 1962 the subject was reviewed with the State Government representatives in four regional seminars.

2. While a beginning has been made in all the States, only in a few States the preparation of Village Agricultural Production Plans has been taken up in all the villages. Some have taken up this work either in one village of the V. L. W. circle or in one or two villages of the block. The extension staff have to play an important role, but it is observed that the Panchayats have not been taking interest and initiative to the extent necessary. The part which the cooperatives have to play also needs to be more clearly defined.

3. What is required is that village agricultural production plan should be prepared for each village and every year. It is not intended that village agricultural production plans once prepared should be regarded as final. It is a continuous process. In the beginning, the plans may not be comprehensive, but this continuous process will enable them to grow in content. This would also help in arousing the interest of the village Panchayat and cooperative.

4. Training of non-officials viz. office bearers of the Panchayats and Co-operatives has not been intensive enough. Although the Gram Sahayaks Training Programme has helped in training several non-officials in the preparation of these plans, yet the need for preparing Village Production Plans, the method of preparation and implementation require clearer exposition principally to the elected office-bearers of the village institutions. Those who have had the benefit of training in the past and have proved useful as extension agents should be given higher training.

5. As the principal means for involving all cultivators in the village in the agricultural effort, it is essential that the preparation of village agricultural production plans should receive very high priority. It is only through them that intensive and combined efforts of farmers at the village level could be organised and implementation watched and ensured.

6. The following points are therefore for discussion :—

(i) What steps are necessary so that the preparation of the village agricultural production plan is taken up in each village of the block every year ?

(ii) How should the village panchayats and cooperatives be enthused for fuller and keener participation in this programme ?

(iii) What steps should be taken to ensure that the cooperatives follow the production plan to which they are parties when financing individual cultivators and keeping in view the financial capacity of the individual loanee ?

(iv) What steps are necessary to ensure that the village production plans are reviewed by the Panchayats and followed up periodically and the experiences gained are utilised in the preparation of the plans for the next season or the next year ?

(v) How can it be ensured that the supply and services required from the block organisation are met in time regularly ? Is it desirable that a register be maintained at the block level so that there is periodical review of the tasks the block organisation has to fulfil ?.

(vi) What steps should be taken to intensify the training programmes for officials and non-officials to quicken the pace of the preparation and implementation of village agricultural production plans in all the villages of the blocks ?

Item No 2 : (ii) Poultry, Milk products and Fisheries development in CD blocks around larger urban centres.

(*a*) *Development of Poultry in CD Blocks around larger Urban Centres.*

1. Appreciation of the nutritive value of eggs and improvement in the purchasing power of the people have increased the demand for eggs and poultry. The potential demand existing in the larger urban centres needs to be exploited to the maximum for increasing the production of these products in the surrounding rural areas and thus help the rural population also. Backyard poultry units maintained on traditional lines would be unable to cope with the increasing demand, besides being economically inefficient A scientific and commercial approach will have to be adopted if our poultry development programmes are to make substantial progress.

2. Provision of suitable arrangements for the collection and marketing of eggs and birds, to the maximum advantage of the producers, is the first necessary step. This is brone out by the experience at some centres in Orissa. The other requisites are (i) improved stock, (ii) premixed feed/feed supplement, (iii) facilities for artifical hatching, (iv) loans/subsidies for setting up poultry houses and for purchasing poultry stock, feed and equipment, (v) protection of birds against losses from diseases and predators, (vi) training of farmers in modern methods of poultry keeping, and (vii) technical guidance in housing, management and other related matters. Funds and personnel available in the blocks and under the various poultry extension schemes of the State Governments will have to be utilised in an effective manner to secure these requirements.

3. The facilities mentioned above can, it appears, be best provided through a central hatchery-cum-marketing station located at a suitable place. This station will arrange for collection, grading and marketing of eggs and birds and undertake any processing that may be indicated. It will provide facilities for custom hatching, so that the small-scale producers need not maintain their own incubators. It will supply poultry stock to the village producers, for which eggs can be obtained from an existing State farm or poultry extension centre and hatched at this station, day-old chicks being supplied to

poultry keepers. In some places it may be necessary to set up a new poultry breeding-cum-demonstration farm. The station will also have a unit for grinding and mixing feed and for preparing protein-cum-mineral feed supplement to be supplied on no-profit-no-loss basis.

4. Supplies of chicks, feed and poultry equipment (breeders, feed hoppers, egg-laying nests etc) may be made on loan, which can be recovered through sale of eggs and culled stock. Loans may also be given for meeting at least part of the expenditure on setting up poultry houses of prescribed designs. Funds will be required for this purpose, as also for stipends for training. The provision under "Agriculture" in the CD budget can be used for this purpose. It will be necessary to have a trained Poultry Supervisor and other staff for running the hatchery, rendering technical guidance, and instituting measures for disease control.

5. It would be desirable to select, in the first instance, compact area of 20-25 villages for intensive poultry development work, in the neighbourhood of a large urban centre. Poultry keepers in this area will be assisted to maintain units of improved birds on modern lines. To begin with, these units may consist of 25 to 100 laying hens, to be expanded subsequently by the poultry keepers themselves. A person intending to maintain 25 laying hens will need a medium-term credit of Rs. 200-250, which can be recovered through sale proceeds of eggs and birds. In some States assistance under the State Aid to Industries Act or other provisions is available for this purpose.

6. Poultry producers should be encouraged to form cooperatives, which may ultimately take over the project and run it themselves. The feasibility of setting up cooperative poultry farms in some places may also be considered.

7. The Conference may consider and advise on the following :—

(i) A concrete plan of action for implementation.

(ii) Organisational and other facilities required.

(iii) Ways and means of finding the necessary funds and the procedures required to be prescribed.

(iv) Nature and extent of the role of cooperatives.

(v) Other related matters.

(b) *Development of Milk in CD Blocks around larger Urban Centres.*

The Third Five-Year Plan lays down that the policy to be pursued in regard to dairying is to develop dairy projects with greater emphasis on milk production in rural areas linked up with plants for marketing of surplus milk in urban centres. By the end of the Second Plan period 25 urban milk supply schemes were in operation in various States and Union Territories. The Third Plan provides for 55 more schemes to be operated in cities having population of over one lakh and in industrial townships.

2. The Third Five-Year Plan further lays down that collection and supply of milk will be undertaken by a net-work of producers' cooperatives in the villages, and the processing and distribution of milk will be organised through plants operated, as far as possible, on cooperative lines. Emphasis will also be laid on smaller dairy units and creameries in milk pockets run on cooperative lines in order to strengthen the base of the agricultural economy throug mixed farming. Accordingly, type plants for these have been supplied to the States, and it is hoped that it would be possible to set up 1500 cooperative societies of milk producers in the villages, 300 cooperative milk assembling centres, 25 cooperative milk chilling stations, 25 cooperative dairies in smaller towns and 250 cooperative cream depots in milk pockets in different parts of the country.

3. The milk supply schemes have provided suitable organisations and arrangements for profitable sale of the milk being produced, and the required incentive for increasing its production, in the rural areas. Progressive increase in production has to be ensured by introducing better milch animals and improved animal husbandry practices and by providing the requisite service and other facilities. These will need adequate funds and suitable organisational facilities. It is expected that reliance on cooperative organisation would help in enlisting public participation and add to the pool of funds available under the plan. This is amply borne out by the experience in Kaira district and certain other places where cooperatives are functioning at the various stages from production and collection of milk in the villages up to its processing and distribution in the urban consuming centres.

4. It would be desirable in the beginning to undertake in each area a properly planned survey of the existing position and a careful assessment of the potentialities, so that a concrete plan may be prepared for a suitable programme. Due consideration will also have to be given to the desirability of coordinating the activities of the various animal husbandry and dairy extension agencies and of pooling and coordinated use of the funds available under the different schemes, especially at the village and the block level, including the resources to be supplemented by the cooperatives.

5 For loans for the purchase of milch animals a sum of Rs. 5 crore has been provided in the 3rd plan. Similar assistance is available to some extent under certain other animal husbandry development plans and from block funds. Subject to certain conditions, the medium-term loans provided by the Reserve Bank of India for agricultural purposes have now been made available also for purchase of milch cattle. There is, however, shortage of finance for this purpose, and the procedures also require to be simplified.

6. In regard to improved animal husbandry practices, certain measures provided for under dairy extension and other plan schemes as well as block programmes will have to be intensified, and organisational and other facilities developed. For example, steps will have to be taken to provide breeding bulls of the required type in adequate numbers, expand the facilities for artificial insemination, eliminate scrub males by systematic castration campaigns, subsidise rearing of calves for future requirements, increase the number of veterinary dispensaries and stockmen centres, provide mobile units, for prompt diagnosis and

treatment as well as preventive vaccinations and other measures of disease control, develop resources of feeds and fodders, and introduce better housing and management practices. Cooperatives can play a great part in supplementing the governmental activities in all these spheres.

7. Fodder production is one activity that deserves the greatest attention. It is acknowledged that 50-100 per cent increase in milk can be attained through better feeding alone. Moreover, improvement in feeding is the quickest way of increasing the milk yield. Greatest emphasis, therefore, will have to be laid on the development of feeds and fodders, especially the local fodder resources. The previous conferences have repeatedly urged that animal husbandry and agriculture are complementary to each other and should progress side by side in order to balance the rural economy, and they have recommended the preparation and implementation of a master plan, based on land and water survey, for providing the human and animal needs. Efforts hitherto made towards increasing fodder production have not gone far, and it appears that the best way would be to provide a definite place for fodder production in the village agricultural production plans, so that good quality fodders in sufficient quantities are produced locally through judicious crop rotation and, where feasible, by earmarking a part of the land for fodder production. To induce the farmers to grow more fodder, water rates for fodder cultivation may be reduced substantially, say, to half the normal rates as in the Punjab. Arrangements will have to be made for producing the fodder planting materials on block seed multiplication farms or separate fodder seed farms. Loans, subsidies and other facilities will have to be provided for other fodder development and related activities such as setting up fodder demonstration farms, preferably on farmers' holdings, and fencing of fodder plots; fencing and development of common grazing lands where they comprise sizeable areas, subsidised sale of fodder planting materials ; popularising the use of chaff-cutters and the feeding of cotton seed cake instead of cotton seed; encouragement of silage making; utilisation of certain weeds like *Cassia tora* ; bulk purchase of concentrates, minerals etc. and their sale at reasonable price and compounding and sale of cattle feed mixtures. As already stated, many of these programmes can be implemented with advantage through the cooperatives.

8. The Conference may consider and advise on the following :—

(i) Method and programme for survey of the existing position in each milk zone and for assessment of the future potentialities.

(ii) Action programme for increasing the production of milk in these areas.

(iii) Service facilities to be provided for intensifying the dairy husbandry extension work.

(iv) Coordination and integration of extension activities of the agencies responsible for the various schemes and projects.

(v) Organisation of cooperatives and their role in milk supply schemes to be started in the 3rd Plan period and those already in operation.

(*c*) *Fisheries development.*

Fisheries development in C.D. Blocks around urban areas need special attention, as an integrated approach will ensure adequate returns to the primary producers, and the demands of the urban population will also be met. An incentive to increase fish production can only be by providing adequate marketing arrangements and attractive price for the fish produced by the primary producers. This can be achieved by suitably linking areas of production, with the consuming centres in the urban areas. In order to do this it will be necessary to plan for production, collecting, processing, transporting, and marketing of fish in block areas, and distributing them in the urban centres. Such a plan will have to be thought out to begin with for one urban centre in each state linked with atleast 8 CD Blocks. It may not be necessary to have a separate scheme for this, but only locate the already existing schemes of fish production, processing, and marketing in blocks around selected urban centres, and bringing the cooperatives fully into the picture. An experience of such a plan is available from the Gujarat Fishermen Cooperative Marketing Society, which has organised production through primary cooperatives, and marketing in selected urban centres, namely Bombay, Ahmedabad and Delhi, through a Federation. The Following steps are suggested for consideration of the Conference.

(i) Selecting of urban centres with a group of about 8 blocks around it in each state for a plan of fish production, and distribution.

(ii) Location of schemes, like ; fish seed farms,fish stocking, development of reservoirs, distribution of fisheries requisites, mechanisation of fishing crafts, provision of ice-plant, and cold-storages, establishment of fish markets etc., in the selected blocks, production centres, and linking them with the selected urban area.

(iii) Organising primary fishermen cooperatives in block areas for undertaking programmes of fish production in reservoirs, tanks and also in-shores fishing areas. Financial assistance in the form of share capital contribution, working capital, loan, managerial assistance and technical guidance to be given to those primary producers cooperatives.

(iv) Organising a fish marketing Cooperative Federation with the primary producers cooperatives as members, and responsible for collection, transportation, processing and marketing of fish in the urban centres. The Federation may also be given adequate finacial, managerial, and technical support.

(v) Provision of cold storages, hygienic fish markets and proper transport facilities, in urban areas.

(vi) Development of fisheries in sewage farms by constructing special tanks for rearing fish, and entrusting this to the cooperatives for further development.

(vii) Supply of water for fish-culture at nominal rates so as to encourage fish farming in reservoirs and canal areas near urban centres.

(viii) Funds for such an integrated plan of fish production and distribution may have to be found under the following sources :—

(a) Block funds under Agriculture.

(b) Schemes of Departments of Fisheries relating to fish production, marketing, and cooperative; and

(c) Loan from centrally sponsored schemes of the Ministry of Food & Agriculture.

Item No. 2 (iii)—Maintenance of Irrigation Works by Panchayats and other Local Organisations.

While new irrigation works are being built at a rapid pace, adequate attention has not been paid to maintenance of completed works. The evident need for improving the standards of maintenance is reflected in a large number of derelict tanks, channels and other works that we have in almost all the States. Definite responsibility for maintenance has not been fixed particularly in the case of works which are bigger in scope than individual works, such as, wells and pumping sets and yet are to small and scattered to be included in the category of works that are usually in charge of the State Engineering Departments. These works are in the nature of Group works providing benefit to a number of cultivators residing in one village or more than one village. They would in different States include work, such as Embankments and Irrigation Channels in West Bengal ; Zamindari, Malguzari and other tanks in Madras, Andhra Pradesh, West Bengal, Orissa, Madhya Pradesh, Bombay and Rajasthan ; Zamindari Canals and Kuhls in Uttar Pradesh, Punjab and J. & K ; Check dams and rapats in Rajasthan ; Bundharas in Bombay ; Bundhies in Uttar Pradesh and Madhya Pradesh ; and Ahars and Pynes in Bihar.

2. The works of the nature mentioned above are as important a part of the Minor Irrigation programme as are the other popular items of construction and repairs of wells and installation of pumping sets, etc. The early completion of the new works of these types is, in fact, desirable in the interest of increased food production. The problem of maintenance, however, becomes more acute and assumes greater urgency as the tempo of construction of new works increases.

3. These works usually do not involve much technical skill ; particularly the item of earth work is very much amendable to public participation. The most satisfactory arrangement of these works would be that the responsibility is shouldered by the people themselves through their own local organisations. This subject has already been discussed at the Annual Conferences on Community Development and Panchayats, at the Regional Minor Irrigation Conferences and at the Conference of Agriculture Ministers. Some State have initiated action ; others have plans for active implementation.

4. It is, therefore, for consideration :

(i) Whether village panchayats or Panchayat Samitis or specially formed Irrigation Cooperatives may be organised in all States and the responsibility for maintenance of these works may be unambiguously placed on these organisations ? These Panchayat Samitis or Cooperatives could be empowered by undertaking necessary legislative measures to levy a suitable cess on the beneficiaries to enable them to defray the maintenance charges. To facilitate the work of these local bodies, proper technical standards for maintenance of various types of works could be prescribed by the concerned State Departments for adherence while carrying out the necessary repairs.

(ii) As a safeguard against possible default of maintenance by these agencies, provision could be made empowering Government to take over the works, carry out the necessary maintenance and recover the cost thereof from the concerned bodies/beneficiaries.

(iii) What progress has so far been made and what further measures are suggested for the maintenance of works in future ?

Item No. 2 (iv)—Implementation of schemes of local manurial resources and chemical fertilizers.

(a) Local Manurial Resources

The scheme for development of local manurial resources was launched during the Second Plan. This scheme consisted of larger and better utilisation of local manurial resources in CD blocks, nightsoil composting in rural areas, and green manuring. The scheme has been continued during the Third Plan. The targets as agreed to and mentioned in the report of the Third Plan are : (i) 150 million tons under rural compost and (ii) 41 million acres under green manure.

2. During the Second Plan, progress under this scheme was not satisfactory. The State Governments had been requested to develop the technique of improving the quality of compost produced, but none of the State Governments have drawn up any phased programme for the analysis of compost samples. As regards night-soil composting in rural areas, it has been taken up in selected bigger panchayats by the State Governments of Andhra Pradesh, Madras, Mysore, Kerala, Rajasthan, Orissa and Madhya Pradesh. The States of Madras, Bihar and Assam have taken up this programme in smaller villages. Assam has, however, abandoned this scheme during the Third Plan. So far, this programme is in operation in about 1200 bigger panchayats and about 400 smaller villages. The targets under this programme has been included in the targets of the rural compost production in the Third Plan.

3. Green manuring is not as popular in the Northern States as in the Southern States. In general, limited availability of green manure

seeds is considered to be the main hurdle in pushing up this programme on a large scale. Some of the measures taken by different States to encourage green manuring practices are as follows :

(i) Supply of irrigation water at concessional rates for growing green manure crops for green manuring and seed production;

(ii) Establishment of green manuring nurseries for perennials and growing of green manure seeds at Government farms and wastelands ;

(iii) Supply of green manure seeds like 'Dhancha' in small packets for seed multiplication ;

(iv) Supply of cuttings, loping, and shrubs of perennial green manures to the farmers at nominal cost ;

(v) Multiplication of green manure seeds in various areas ;

(vi) Selection of suitable green manure crops and plants to suit different agro-climatic conditions.

4. Most of the State Governments have revised their targets indicated at the beginning of the Third Plan. The revised targets are 130 million tons of rural compost and 39 million acres of green manure as against 150 million tons of rural compost and 41 million acres of green manuring previously agreed to.

5. One of the Syndicates of the XXIII Orientation Course held at the national Institute of C. D. Mussoorie which examined the several aspects of the problem of the "mobilisation of local manurial resources" has made a number of recommendations which are given in the Annexure. These are for consideration.

6. The following further points are for consideration :

(i) What steps are necessary to maintain the targets agreed to and mentioned in the report of the Third Plan ?

(ii) What are the reasons for not taking up the pilot sample survey scheme to judge the quality of compost produce ?

(iii) What steps can be taken to ensure that VLWs make a survey of the local manurial resources available in the area which can be put to immediate use ?

(iv) What steps should be taken to utilize night-soil for composting ? Should prizes be awarded to village Panchayats and other social organisations who are prepared to help in utilising night-soil for composting ?

(v) Is any special training required for block officials and other functionaries, both officials and non-officials for the development and utilisation of local manurial resources ? How soon can such an extensive programme of training be implemented ?

(vi) How could a programme for the plantation and utilisation of fuel trees in panchayat areas be effectively drawn up and implemented, so as to conserve cow-dung as manure ?

(vii) Is it not possible to organise campaigns to develop local manurial resources at a convenient time during the slack agricultural season ?

(b) *Chemical Fertilizers*

7. During the Third Plan the targets for the consumption of Chemicals Fertilizers as agreed to are :—

1 0 million tons of Nitrogen,

0.4 million tons of P 2°5, and

0.2 million tons of K 2°.

These have further been split up into annual target.

8. A programme for the setting up of factories for the production of various kinds of fertilizers has been drawn up. Besides, the agro-climatic conditions of the area, the availability of raw materials and other economic factors are the deciding factors of the type of product to be manufactured at a particular site. Consequently, the new factories will be producing fertilizers like Calcium Ammonium Nitrate, Ammonium Sulphate and Urea in large quantities. It is imperative that demand for the less popular fertilizers at present is created adequately and at a fast rate. If this is not done, the targets of agricultural production during the Third Plan may not be achieved and the funds both in private and public sectors may remain blocked. Both these have to be avoided by all possible efforts.

9. Distribution of Nitrogenous fertilizers in the States is, by and large, in the hands of cooperatives. The Fertilizer Distribution Enquiry Committee noted with regret that the cooperatives were heavily biased in favour of handling items which sold easily like Ammonium Sulphate but were reluctant to take up the sale of less popular fertilizers like Calcium Ammonium Nitrate and Urea. In some cases the cooperatives do not readily undertake the distribution of super-phosphate and much less those of potassic fertilizers and fertilizer mixtures. Such an attitude creates problems in achieving the targets of consumption of fertilizers, e g, Nangal Factory is producing large quantities of Calcium Ammonium Nitrate and the Rourkela Plant will shortly go into production for this fertilizer. The cooperatives particularly in Punjab, U.P, Rajasthan, Orissa and Andhra Pradesh should be urged to create an effective demand for it.

10. It has also been noted that in most cases the salesmen of the cooperative societies are not conversant with the fertilizers they handle. They are not able to convass the cultivators to take to the use of other Nitrogenous fertilizers, if one particular type of Nitrogenous fertilizer is not readily available. It was suggested to the States that such salesmen should be imparted a short course of training in the elementary aspects of fertilizers use. Some States have started such a training programme.

A scheme for fertilizer demonstration is in operation since 1954 and large quantities of fertilizers have been distributed free of cost. The programme needs further intensification. The State Governments may take steps to draw up a coordinated programme for demonstration in consultation with I.C.A R., and the cost in this behalf, if any, could be met out of the block agricultural funds.

11. The other problem which is being faced is that of shortage of storage accommodation. Unless cooperatives and the State Governments undertake a planned programme for the construction of storage space it will not be possible for cultivators to use large quantities of, fertilizers as they are expected to do.

12. It has also been noted that the State Governments do not furnish despatch instructions well in time, particularly in the case of popular fertilizers with the result that planned movement of stock from the ports and the factories is hampered.

13. The points for consideration are :—

(1) What measures should be taken up to push up the consumption of fertilizers in general and the consumption of less popular fertilizers in particular ?

(2) What steps should be taken to enhance the space of godown construction in rural areas ? Can a time-table be prescribed for the same ?

(3) What steps should be taken to arrange for the training of salesmen of cooperative societies in the elementary aspects of fertilizers to enable them to canvass the cultivators to take to the use of different kinds of fertilizers.

(4) What steps should be taken to ensure that despatch instructions are given in time to avoid over-stocking in factories and ports ? Is it not possible for the distributing agencies to anticipate the demand in their areas well ahead and report the same to the apex organisations ?

(5) Can the demand of fertilizers by the cultivators be assessed by Panchayats !

(6) Where cooperatives are weak what arrangements should be made for the distribution of fertilizers ?

ANNEXURE

Enclosure to Agenda Item No. 2(iv)

Mobilisation of Local Manurial Resources.

I. (*a*) *For the promotion of urban compost*—

(1) Providing the workers at the compost yard with special amenities like gumboots, soaps and houses.

(2) Liberalised long term loans to local bodies may be granted for the purchase of transport vehicles, purchase of sites for compost depots and other permanent improvement of the compost depots.

(3) The State Government should subsidise the loss sustained by local body in the production and distribution of compost, till the off-take of compost improves.

(4) Advertisement through cinema slides and laying of demonstration plots may be resorted to popularise compost where off-take is poor. The Government seed farms may be made to purchase their compost requirements, if urban compost yards are near.

(5) Periodical analysis to watch quality may be done.

(6) Rolling shields, cups and/or cash awards may be given. to local bodies of qualitative analysis, bearing in mind also the actual production of compost, compared with its potentiality.

(*b*) *For the promotion of rural compost*

(1) A loan-cum-subsidy scheme for the construction of cattle shed with provision for the utilisation of urine is recommended.

(2) Reinforcement of compost with super-phosphate to get a more balanced finished product is recommended.

(3) Installation of Bone digestors may be considered where bones could be collected cheaply for making bone meals. This could be done at the Panchayat Samiti level.

II. Role of Panchayati Raj units, cooperative and associate bodies. The following recommendations are made. Accent should be on making each panchayat self-sufficient :

(1) Utilisation of tank beds.

(2) Growing green manure, sunhemp, daincha, etc.

(3) Growing quick growing trees like glyricidia, pongamia glabora and plants like impmea.

(4) Border planting of suitable green manures.

(5) Utilisation of all cultivable Government waste lands and panchayat waste lands for raising quick growing green leaf yielding shrubs—preferably of cooperative lines, through loans for sinking wells, and selling the green leaves.

(6) Utilising forest leaves through grant of permit systems.

(7) Raising of seed farms for green manure seeds.

(8) Getting the cooperation of the forest department, in raising green manure crops purely for seed purpose.

(9) Introducing a green manure of short period of growth between two main crops.

(10) Devoting a portion of the field for raising green manure.

(11) A trained Compost Development Inspector be posted in each block, as an extension officer with identical pay scale D. A. and T. A. of any other technical extension officer, for this scheme to be successfully carried on.

(12) The assistance of Cooperatives may be made use of for raising perennial green manure trees and shrubs on panchayat waste lands, by sinking wells, if necessary.

(13) The utilisation of tank foreshores, tanks beds and bunds without affecting them, during the off season for the raising of green manure crops and shrubs may also be considered wherever practicable. The Cooperative Society may be given lease of such areas.

III. Conservation of manurial resources. The following recommendations are made :

(1) Wherever Panchayat lands are available within easy reach of the community, 'Community Compost Yards' may be organised.

(2) Planting of ipomea, glyricidia all round a farm on bunds and cross bunds.

(3) Raising of green manure crops like sunhemp, daincha, and sesbania between crops in a crop rotation.

(4) Raising of green manure crops mixed with other crops for seed purpose.

(5) Collection of all farm wastes, weeds, and thrashing floor refuse and composting them in pits.

IV. For getting over difficulties and slow progress in urban compost schemes, the following suggestions are made :

(1) Government should subsidise transport charges upto a fixed limit to a purchaser of compost, beyond five miles of radius from the yard to help sales of compost where the off-take is poor.

(2) Removal of undecomposable material like glass pieces and metal scraps should be done ruthlessly by the local body.

(3) Sieving of compost is considered desirable at the compost yard.

(4) Field demonstrations should be laid to show the value of compost in areas where prejudices against urban compost exist.

V. For encouraging night-soil composting in rural areas, we recommend the grant of long term loans upto Rs. 3000/- to a Panchayat for the purchase of site, assessories, etc.

VI. (a) The grant of subsidized loans for popularising Gobar Gas Plants in Panchayat Samitis is recommended.

(b) Green manure cultures may be introduced as a pilot measure in areas where it has not been tried.

(c) Pilot scheme for smaller villages may be tried in one or two villages in each Block.

VII. Environmental sanitation aspects of composting may be taken up for study at Government bacteriological laboratories for finding out the margin of safety in using urban and rural Compost.

Item No. 2 (v) Introduction of bio-gas plants on an extensive scale.

More than half of the 80 crore tons of cattle dung produced annually in the country is used for fuel purposes. If power could be extracted from dung for fuel purposes, large quantities of nitrogen in which our soils are deficient as well as humus out of the cattle dung can be attained. Various experiments have been conducted and it has been established that Gobar Gas (methane) could be used for lighting, fuel and other purposes without in any manner reducing the manurial value of the dung. On the other hand it has been found that manurial value increases materially. Experiments have established fully that this programme of installation of 'Bio-gas Plants' in villages has considerable potential besides being economic and need to be extensively propagated.

2. On the recommendation of the Annual Conference to Community Development held at Srinagar in 1960 the State Governments were requested to instal Bio-gas Plants at the Extension Training Centres on a pilot basis to examine the fesibility of their use by cultivators on large scale. The reports which have been received from different training centres where these plants have been installed and are working for some time, go to show that the plants are working satisfactorily and that they can be extended for adoption by the cultivators. Plants have also been installed by the cultivators in various parts of the country though their exact number is not known. These have also been successful. It has, however, not been possible to instal these plants in Himachal Pradesh and Jammu & Kashmir due to high altitude where bacterial activity necessary for the success of the plant is not available, in Kerala and Assam due to heavy rainfall ; and in parts of Punjab where the sub-soil water level is very high.

3. It has, however, been felt that instead of making sporadic efforts, it would be desirable to take up the programme on an intensive scale in some selected blocks, which present favourable conditions, in each of the 12 States where it is fessible to extend the programme. One of the basic pre-requisites to make this programme a success will be efficient and timely repair and service facilities on the one hand and training programme both for the workers responsible for the execution of this programme and the cultivators who are likely to take it up. In addition to this, arrangements of loans and grants, supplies of Iron and steel and items like burners, mantles, stoves, etc. will have to be made.

4. It has also been suggested that in some of the villages, this programme may be taken up as a 'Community Programme' by installing community Bio-gas Plants by the Panchayats. The energy produced could be used for different purposes *i. e.* lighting, water lifting, running of small engines for various purposes.

5. In view of the urgent need for the extension of this programme, the following points may be discussed :—

(i) Whether the programme is fit to be taken up on a large scale in all the blocks or it should be taken up in selected areas under proper technical supervision ? If it has to be taken up in selected areas, what should be the targets for different States and how it should be phased ?

(ii) Whether the Bio-gas plant can replace the village 'chulah' completely or will it take some time for the village women to get accustome to the preparation of 'chapaties' on the iron pan itself ? It will need a change in coocking habits.

(iii) What financial assistance in the shape of loans and grant-in-aid should be made available to cultivators for the installation of their individual plants and to the village panchayats for the installation of community plant ? Would it be possible to finance this programme from out of the block budget, if not, what other sources can be tapped.

(iv) What arrangements should be made for the technical supervision and servicing of the Bio-gas Plants, and how this should be fitted in the block pattern ? Would it be necessary or possibie to appoint a machanic for a year or so to supervise the programme in the block or can some other arrangements to made for the supervison of the programme ?

(v) What training arrangements for the V. L. Ws, Panchayat Secretaries, Extension Officers (Agriculture), (Panchayats), and (Social Education) would be necessary for the implementation of the programme ? Would it be possible for the State Agricultural Engineering staff and the staff of the Workshop Wings at the Extension Training Centres to implement the training programme ?

(vi) What arrangements would be necessary for the timely supply of iron and steel that will be needed for the manufacture of drums ?

(vii) Would it be possible to have adequate supplies of burners, mantles, stoves, engines etc. for the utilisation of gas generated from the individual and community gas plants ? Proper assessment of this aspect of the problem is necessary before the programme is extended extensively.

(viii) What further steps will be necessary to make the community plants taken up by the Panchayats success ? Besides finance for the installation of the plant itself, the Panchayats might need funds for transmission pipes etc.

(ix) What steps have to be taken for the publicity of this programme at different levels ?

Item No. 2 (vi) Improved Implements

The Third Five-Year Plan refers to "a serious gap in the agricultural programmes undertaken during the First and Second Plans in the field of improved agricultural implements. There is general recognition of the importance of scientific agriculture to improve tillage and harvesting practices, but specific action has been slow and insufficient. As has been pointed out, progress in the introduction of improved agricultural implements calls for steps at the same time in a number of directions." The work of agricultural implements falls in two categories viz. research and extension. As far as research is concerned, the Indian Council of Agricultural Research has made a survey of indigenous implements, established research-cum-training centres, conducted trials of improved implements, taken up research work relating to farm structures, irrigation, rural electrification etc., and training of research workers. Action on all these items has been further intensified.

2. The 'Extension' programme is handled by the Directorate of Extension, Ministry of Food and Agriculture. This includes training of V. L. Ws. and village artisans, establishment of workshops, advice to manufacturers, publications pertaining to implements, and popularisation programme. The extension programme under improved agricultural implements has been discussed several times in various conferences and meetings held since the formulation of the Third Five-Year Plan. Detailed recommendations have been communicated to the State Governments on various items involved in extending this programme. The broad features of the programme for the adoption of improved agricultural implements proposed in the Third Plan were also discussed at the Annual Conference held at Hyderabad last year.

3. The main bottleneck in this programme has been that of the supply of iron and steel required for manufacturing these implements. To solve this problem a Conference was held at Delhi between the Ministries of Food and Agriculture, Community Development, Panchayati Raj and Cooperation, Commerce and Industry, Iron and Steel, and the State Governments. As a result of the discussions, action has been taken to see that the required quantity of iron and steel is made available to State Governments according to indents placed by them. Except corrugated sheets other materials are now available fairly easily. A Special Officer in the Ministry of Food and Agriculture has been appointed to work as a liaison between the State Governments and the Iron and Steel Controller, Calcutta. This Officer is required to ensure that necessary supplies of iron and steel required by State Governments are made available and difficulties removed.

An experiment conducted at Etawah on popularisation of improved implements has proved successful. The evaluation report of the PRAI., Lucknow on this indicates that the main reasons for the success of this programme were employment of trained agricultural engineers, intensive demonstrations, training of block staff and of local leaders involved in the programme. Local manufacture, local repairs and availability of spare parts in the villages themselves and supply of iron and steel, and technical information to the village artisans were also responsible for the success of this programme. It is also indicated that the farmers themselves have come forward to ask for these implements.

5. The following prints need consideration :—

(i) Can a programme on the Etawah model of popularisation of improved agricultural implements be taken up in each State with modifications to suit local conditions ? If so, will it not be desirable to take up such a programme in some selected blocks in each State ?

(ii) What training programmes for the officials and non-officials are being undertaken in each State to manufacture, demonstrate, and popularise these implements.

(iii) Have a few improved implements of proven value been indentified for each area of the block for being manufactured, demonstrated, and popularised ?

(iv) Is subsidy called for under this programme ? If so, what should be the extent of subsidy to be given to farmers and small manufacturers ?

Item No. 2 (vii) Marketing of Agricultural Produce

1. Role of Panchayati Raj Bodies :

The achievement of production targets for various agricultural commodities depends, to a considerable degree, on the extent to which we are able to augment net farm incomes. The expanding marketable surplus has to be sold at remunerative prices for the producer. If the farmer cannot see his increased efforts bringing a commensurate increase in return, incentives to increase production and adopt better methods of cultivation would diminish.

2. Realising the vital role of marketing in the development of agricultural economy of the country various recommendations have been made in the First and Second Five-Year Plans and have been reiterated with emphasis in the Third Plan. These include extending regulation of markets to all the States so as to cover important major mandis numbering over 2,300. The Agricultural Produce Markets Act has also to be enacted and enforced in all the States. They have not yet been enacted in U.P., West Bengal, Assam and Kerala. Bihar and Rajasthan have not implemented the Act. Development of market yards, setting up of new markets in place of the existing congested ones, advancing of loans to marketing committees are also included in the Plan. In order to ensure an appropriate price for the quality of goods produced, introduction of grading has been emphasised. Grading and inspection services are proposed to be organised in 400 regulated and in 100 cooperative marketing societies. Provision has also to be made for laboratory facilities for analysis of various commodities, particularly ghee and vegetable oils. Programme for extending market news, collection and dissemination of marketing intelligence have also to be formulated. The number of warehouses under the Central and State Warehousing Corporation is being increased to provide scientific storage facilities and assist financing by banks.

3. Though agricultural marketing has received some impetus during the last two Plans, the tempo of progress has been very slow. The education of the farmer about the benefits of regulated markets and

schemes of grading has been inadequate. He has not been apprised fully of the various facilities available and made to feel that the market belongs as much to him as to the buyers. He is also to be educated on the procedure for marketing and how he can utilise various services like warehousing, grading facilities and marketing news. In this respect the Panchayati Raj organisations, particularly the Block and Gram Panchayats, have a very important part to play. The Panchayati Raj bodies, specially the Zilla Parishads and the Block Panchayat Samitis, can also help in coordinating the various activities relating to agricultural marketing which are at present being handled by various authorities and departments like the Warehousing Corporation, Departments of Agriculture and Cooperation.

II. *Cooperative Marketing of Agricultural Produce* :

4. Cooperative marketing has now come to be widely recognised as an indispensable part of an orderly system of agricultural marketing. The Rural Credit Survey Committee considered cooperative marketing as, "A system in which marketing is by the cultivator and for the cultivator". It can help reduce, if not eliminate, various malpractices. It would also help to reduce the price spread between the producer and the consumer thereby ensuring a better return to the primary producer. It is moreover an essential prerequisite for a large scale expansion of cooperative credit. Considering that cooperative credit under the Third Plan is to expand from nearly Rs. 200 crores to Rs. 500 crores, it is essential that the cooperative structure should have a built in mechanism for recovery of production credit: cooperative marketing provides such a mechanism.

5. Cooperative marketing has, however, remained a neglected subject until recently. In 1951 the Rural Credit Survey revealed that out of 75 districts only in 12 districts sales through cooperative organisations were reported and out of these 12 only 5 reported sales exceeding 1 per cent of the total sales through all agencies. A more intensive beginning was made in the Second Plan wherein nearly 2000 primary marketing societies had been set up during the last six years. About a thousand societies particularly single commodity marketing societies, have also come up outside the Plan programme. Each State and Union Territory has an apex marketing society and most of the primary marketing societies have been linked to them. In some States there is also an intermediary structure of marketing societies either at the district or at regional level.

6. During the Third Plan there is a programme for establishing 500 new marketing societies so that every important secondary market will be covered.

7. For the cooperative year ending June '61 it is estimated that the total value of agricultural produce marketed by cooperatives was of the order of Rs. 174 crores. This includes figures of marketing carried out independently by the village credit societies and primary and central marketing and processing societies also, but it does not include the sale of non-agricultural commodities or various production requisites by the cooperatives. A Statewise break up of the sale of agricultural produce by cooperatives is given in Appendix-I which will show that the progress is uneven in different States. Four States, namely, Uttar Pradesh

Maharashtra, Gujarat and Punjab account for nearly 80 per cent of the cooperative sales of agricultural produce. The statement would also indicate that cooperative marketing is lagging much behind cooperative credit.

8. Development of cooperative marketing of agricultural produce presents a variety of problems including that of marketing, finance and personnel. There are, however, a number of aspects wherein the Panchayati Raj organisation and staff can greatly assist, namely.

(i) The primary marketing societies already set up need to build up their membership and share capital. The membership is open to agricultural credit societies as well as individual growers. Efforts have to be made to ensure that all village credit/service societies located within the area of operation of marketing societies have to be affiliated and medium and big individual farmers, who are at present marketing their produce directly, have to be enrolled as members.

(ii) Apart from affiliating the primary credit societies a functional link has to be established with the marketing societies. The staff of the marketing societies, central banks and primary societies as also the extension staff have to assist in the enforcement of the agreement taken by the credit societies from their borrowing members for payment of their loans through the marketing of their crops. At the marketing season an important duty of the Panchavati Raj organisations and workers would be to canvass among the villagers for the collection of agricultural produce and its marketing through cooperatives.

(iii) The marketing societies have increasingly to work the system of grading, pooling, processing and sale of produce in most favourable markets and payment to the members a pooled price. Such a system has been tried with a measure of success by marketing cooperatives in Gujarat and certain other parts. This, of course, depends on the willingness of the individual growers to accept the improved marketing practices and educational work in this direction is necessary.

(iv) During the Second Plan 1800 godowns for marketing societies and over 5000 godowns for primary cooperatives have been sanctioned. More than half have still not been constructed. As availability of storage is essential for the promotion of cooperative marketing, it is necessary that the programme for the construction of godowns may be expedited. Engineering personnel attached to the block should be able to provide the necessary technical advice while the block authorities in general can assist in the provision of suitable sites and supply of building material.

(v) Appendix II gives an indication of the Statewise targets of cooperative marketing of agricultural produce for the final year of the Third Plan. It is suggested that these targets may be broken districtwise and communicated to the district authorities. It would be advantageous if these targets are broken down further for each block and marketing societies within the block. This will enable the block level authorities and institutions to review the progress from time to time.

9. The Conference may, in the light of the above, consider the following :—

(i) Measures necessary for the speedy enactment of the Agricultural Produce Markets Act in the different States and their implementation so as to cover all the major mandis throughout the country.

(ii) Measures necessary to involve the Panchayati Raj organisations in interesting the farmer in the problems and advantages of agricultural marketing.

(iii) Measures to introduce systems of grading, inspection services, marketing news and marketing intelligence in the regulated markets.

(iv) Participation of the small producers and the cooperative marketing societies in the management of regulated markets.

(v) Speedy establishment of the 500 new cooperative marketing societies planned in the Third Five-Year Plan so that every secondary market is covered by a cooperative marketing society and the measures necessary therefore.

(vi) Measures necessary for bringing in the Panchayati Raj organisations so as to assist the building up of the membership and share capital of the primary cooperative marketing societies ; canvassing for the collection of agricultural produce and its marketing through cooperatives.

(vii) Measures necessary for the expeditious construction of the godowns of marketing societies and the rural godowns already planned.

(viii) Steps that can be taken for the linking of cooperative credit with marketing. In this connection, the following points may be considered :—

(a) In addition to the bond can an agreement be taken from the member of the primary credit society that his produce or at least a sufficient part of it is sold through the cooperative marketing society to which the primary credit society is affiliated.

(b) The cooperative marketing society should under its bye-laws undertake to deduct the dues of the primary credit society from the member when he sells his produce through it.

(c) The primary credit society should send the demand list to the marketing society showing the names of the members and the amounts due before the harvest of the crop.

(d) Provision of positive incentives to encourage repayment through marketing cooperatives, like rebate in the rate of interest; more liberal treatment in regard to individual credit limit for a member who regularly sells his crops through the marketing society.

APPENDIX I

[*Enclosure to Agenda Item No. 2(vii) (a)*]

Sale of agricultural produce by cooperatives

Name of State	Value (Rs. in crores)	Remarks
Andhra Pradesh	1.46	
Assam	6.68	
Bihar	10.23	(includes marketing of cane through cane unions of the value of Rs. 8.8 crores).
Gujarat	23.30	
Jammu & Kashmir	0.81	
Kerala	1.19	
Madhya Pradesh	2.51	
Madras	5.60	
Maharashtra	32.77	
Mysore	7.88	
Orissa	0.38	
Punjab	12.07	
Rajasthan	1.66	
Uttar Pradesh	66.36	(includes marketing of cane through cane unions of the value of Rs. 54.3 crores).
West Bengal	0.28	
Union Territories	0.43	
Total	173.61	

APPENDIX II

[Enclosure to Agenda Item No. 2(vii) (b)]

Target of Cooperative Marketing of Agricultural produce in the Final year of the Third Plan.

Sl. No.	State	(Rs. in lakhs)
1.	Andhra Pradesh	2,300 (Provisional)
2.	Assam	700
3.	Bihar	1,100
4.	Gujarat	3,950
5.	Jammu & Kashmir	350
6.	Kerala	550
7.	Madhya Pradesh	1,500
8.	Madras	2,000
9.	Maharashtra	5,500
10.	Mysore	3,150
11.	Orissa	650
12.	Punjab	2,900
13.	Rajasthan	1,500
14.	Uttar Pradesh	9,200
15.	West Bengal	550
16.	Andaman & Nicobar	30
17.	Delhi	25
18.	Himachal Pradesh	60
19.	Manipur	25
20.	Pondicherry	25 (Provisional)
21.	Tripura	25
22.	L. M. A. Islands	20
	Total	36,110

or Rs. 361 crores.

Item No. 2 (viii) Review of progress of multiplication and distribution of improved seeds

The scheme of multiplication and distribution of improved seeds has been in operation for several years and was intensified during the Second Five-Year Plan. The Second Plan envisaged setting up of 4,328 seed farms at an average rate of one farm of 25 acres in each block. Later on the State Governments were given option to establish bigger seed farms to accommodate 4 or 5 blocks with the intention that if bigger farms were established, better management would be possible and horticultural and arboricultural nurseries could also be established on these farms.

2. So far 3,627 seed farms have been established. According to a rough estimate nearly 1.14 lakh maunds of improved wheat seed and 3.31 lakh maunds of improved paddy seed were produced in 1960-61. On the whole, it is estimated that nearly 20 per cent of the area under food-grain crops was covered with improved seeds. Thus, the progress both in case of establishment of seed farms and the area coverage has so far been slow, and unless steps are taken to accelerate the tempo, the achievements might lag behind the targets. A number of factors have retarded the progress of seed farms such as difficulties of getting good quality land, lack of necessary facilities on the farms, inadequate supplies of nucleus seeds, inadequate arrangement for supervision of the farms, ad-hoc selection of registered growers etc. The legislation to ensure quality seed has yet to be introduced in a number of States. A major omission is the absence of a programme for seed testing and certification in the plans of most of the States.

3. Last year the Programme Evaluation Organisation conducted a survey of the progress made under this scheme. Their findings and recommendations were discussed in the Annual Conference held at Hyderabad. The COPP Team of the Planning Commission had also made investigations in regard to implementation of this scheme in a few States and their reports have already been sent to State Governments for taking necessary action. The Food and Agriculture Ministry are also holding regional meetings to discuss the problems connected with this programme in greater detail with the representatives of the State Governments.

4. Since this is a very important item for increasing agricultural production, the following points need consideration :—

(i) Has a programme of seed multiplication and distribution been prepared for every block and each village in every block ; and has that been the basis for making a programme of multiplication and distribution of improved seeds at district and State level ? If not, what steps should be taken to this end quickly ?

(ii) Have A, B, C registered growers been identified as required in the instructions issued by the Food & Agriculture Ministry ? If not, how soon it can be done ?

(iii) Have required facilities for efficient management of the farm been provided at each farm as agreed to at the Annual Conference at Hyderabad ?

(iv) Have necessary arrangements been made to produce nucleus seeds at research farms according to the requirements of the block seed multiplication farms ?

(v) What arrangements have been made for the supervision of this programme at State and district level ?

(vi) What steps have been taken to ensure purity and quality of the seed being handled at various stages of multiplication and distribution ?

(vii) How far it has been possible to entrust seed multiplication after foundation stage to cooperatives and other village institutions ?

(viii) Are horticultural and arboricultural nurseries being established in the block seed multiplication farms to supply fruit and vegetable seedlings for horticultural development and fuel and timber trees for farms forestry ? If not, what are the impediments in its implementation ?

(ix) What incentives can be provided to the farm staff ? Can a system of bonus be introduced linking it with quality and quantity of seed produced in the farm ?

Agenda Item No. 2 : (ix) Soil Conservation

Soil conservation is essentially a people's programme. If soil conservation is to succeed, the farmers have to accept the measures on their land, and still more important they have to maintain them if they are to protect and preserve the land for sustained production. National action to conserve the soil, therefore, must be generated by these millions of land users.

2. Experience in several areas, notably in Maharashtra, shows that mobilisation of local leadership for securing adequate and timely public participation will go a long way in speeding up soil and water conservation programmes. Panchayati Raj institutions should be able to play an increasing role in printing across the programme to people on a mass scale.

3. In the Second Plan, while contour bunding and terracing was done on an area of about 2.5 million acres, the adoption of conservation farming including dry farming was done on only a very small area. During the Third Five-Year Plan, soil conservation programme is about four-fold in financial outlay and over five fold in physical targets. Important targets include protecting 11 million acres of agricultural land by contour bunding and terracing, adoption of dry farming (conservation farming) measures on 22 million acres, ravine reclamation of about 32,000 (revised) acres and reclamation of saline and alkaline soils about 2 lakh acres. The programme of adoption of dry farming measures is to be wholly and fully implemented by the Community Development Organisation and even the finances, if any, required for the same are to become available from the block budgets. For all other programmes Community Development, National Extension Service and other village institutions have significant role to play. Apart from these, there are soil conservation programmes to intensify employment potential of rural man-power in which these institutions have a leading role to play.

4. If the Panchayati Raj Organisations and the National Extension Service are to play their part effectively, their staff should have adeuate training. They should be able to recognize the problem and appreciate the values of various soil conservation measures suited for different conditions. Further their activities should be closely coordinated and integrated with soil conservation programme.

5. The following points are, therefore, for consideration :—

(i) All V.L.Ws, B.D.Os and Agricultural Extension Officers should have appropriate training in soil and water conservation.

(ii) B.D.Os. may be given training in soil and water conservation at the extension educational instites for Refereshers Training by adequately strengthening the syllabus on soil and water conservation or they may be given short term training.

(iii) All Agricultural Extension Officers should undergo formal training in soil and water conservation at centres run by the Central Soil Conservation Board or by the States if they have such facilities.

(iv) At the Gram Sahayak's training camps which are organised in the blocks, adequate emphasis should be laid on soil and water conservation to develop proper know-how among the cultivators.

(v) Conservation farming (dry farming) includes a number of practices such as contour cultivation, judicious use of measures, improved variety; rate of seeding, proper row spacings and other methods of moisture conservation. The full benefits will accrue only when all these practises are adopted in their proper sequence.

(vi) In each block, one or more small demonstration projects may be set up.

(vii) Panchayat Samitis should help to organise farmers for soil conservation work and to ensure proper cooperation from the farmers.

Item No. 2(x) Farm Forestry

The programme of farm forestry has been initiated during the Third Five-Year Plan with a view to meeting the requirements of timber and fuel and to save burning of cow dung. This programme envisages large-scale fuel plantations on village common lands besides other programmes of plantations on road-sides, canal banks, railway track, etc. To implement this progromme it was considered that large-scale plantations on village common lands could be possible only if the enthusiasm of the village people is aroused and their active cooperation sought, because its success would depend mainly on the extent to which local leadership and interest are forthcoming.

2. This programme was discussed with the representatives of the State Governments while formulating the Third Five-Year Plan. Subsequently it had also been discussed during the State Annual Plan discussions. This matter was discussed at the Coordination Committee meeting between the Ministries of Food & Agriculture and Community Development, Panchayati Raj & Cooperation. The Ministry

of Food & Agriculture wrote to the State Governments about the implementation of this scheme (vide their letter No. 2I-10/61-FD dated March, 15, 1961). From this it would appear that a target was set of bringing 12,56,400 acres of land under farm forestry, at a total cost of Rs. 304.25 lakhs. The Ministry of Community Development, Panchayati Raj & Cooperation also addressed the State Governments about the implementation of this programme (vide their letter No. 1 (18)/61 Agr. dated February 28, 1961).

3. In July 1961, Adviser (Shri B. P. Patel), Planning Commission held a meeting with the officers of the Ministries of Food & Agriculture and Community Development, Panchayati Raj & Cooperation. It was agreed that farm forestry should be considered a part of the block Agricultural Extension programme. The block staff was, therefore, to be made responsible for undertaking this work as visualised in the scheme. The financial provisions made for the purpose under the State Forest Department will have to be transferred to the Agricultural Department. In view of these decisions the Ministry of Community Development, Panchayati Raj & Cooperation in consultation with the Ministry of Food & Agriculture addressed a letter (No 1 (18)/61-Agr. dated November 30 1961) to the State Governments. The replies so far received are from Kerala, Madhya Pradesh, Rajasthan, Punjab, Mysore, Madras, Uttar Pradesh, West Bengal and Pondicherry. These are in general terms and it is not possible to derive any information in regard to the fulfilment of targets agreed upon.

4. The modus operandi of the scheme, as agreed upon between the Ministries of Food & AgricIture and Community Development, Panchayati Raj & Cooperation, has been clearly laid down and intimated to the State Governments, but as much headway does not seem to have been made in implementation of the scheme, its importance needs to be re-emphasised.

5. The following points arise for consideration :

(i) Splitting up the Farm Forestry programme in two parts—

(a) Planting of quick-growing trees along the boundaries of fields and water channels without causing any harm to the raising of crops.

(b) planting of village forests on village common lands.

Specific targets should be fixed for each block so that the block staff could make concerted efforts to achieve them. The targets under (a) above may be in terms of distribution of seeds, seedlings and saplings and those under (b) above may be fixed in terms of the area brought under forest.

(ii) The responsibilities of the Forest Departments as well as the Block Extension Staff should be clearly defined. The Forest Departments should be able to provide technical help, arrange training of the extension staff and the seed farm managers and ensure supervision. The extension staff and the Panchayats, which will be the executive agency for the programme, should educate the people in order to secure their active participation without which the programme cannot succeed.

(iii) How Panchayats should be enthused and enable to take up this programme in right earnest so that village forests could be developed as quickly as possible.

Agenda Item No. 3—RURAL INDUSTRIES PROGRAMME.

The following integrated programme is under implementation in C. D. Blocks :

A. Programme for a Block—

(a) Supply of credit for working capital and share capital loans ; earmarking of a sum of Rs. 30,000/- per block to be shared equally from the budget of the block and the State Aid to Industries Act fund for five years.

(b) Supply of improved tools and equipment to artisans and industrial cooperatives.

(c) Development of industrial cooperative societies for handlooms, village industries, cottage and small scale industries etc.

(d) Training of artisans to improve skill.

(e) Providing common facility services and worksheds.

(f) Assisting artisans in marketing their surplus products through emporia and sales depots and also through Government purchases, besides promoting local sales.

(g) Organizing seminars for artisans and enterpreneurs with a view to demonstrating improved tools, better techniques of production, for promoting sales of local industries products etc.

(h) Establishment of Gram Ekais.

(i) Starting a minimum of two village industries units.

B. Programme for a group of Blocks

(a) Common facility-cum-service centre for a group of ten blocks.

(b) One rural industrial estate to be set up for a district or a group of 15 blocks.

(c) One cluster type training centre to be started for artisans for every 15 blocks, with a minimum of one per district, to be located in a block.

2. In addition to this programme, there are a few important schemes of rural industrialisation taken up in selected areas. For instance, the SISIs are undertaking the programme of intensive campaigns in backward districts and 42 such districts have been surveyed. Recently, the Planning Commission has proposed the first series of forty intensive industrial development projects on the recommendation of the Rural Industries Planning Committee.

3. The progress in regard to the implementation of the integrated industries programme has been slow. Following are briefly some of the principal difficulties.

(i) Supply of credit

While the majority of States are earmarking Rs. 30,000 per block for giving credit to artisans for a period of five years, some of the State have not yet made this provision. It was also expected that loans on personal bonds upto Rs. 1,000 would be sanctioned for deserving artisans. Increased credit facilities are available for small industries from State Bank, State Finance Corporations, Cooperative Banks etc, besides Rs 28 crores provided under the State Aid to Industries Act under Third Plan. The institutional finance is likely to be availed of mostly by units which are in the urban sector. It is necessary to ensure credit is made available through the block organisation to rural artisans.

(ii) Industrial Cooperatives

12315 cooperative societies are functioning in the blocks, as on 30th June, 1961. This may be compared with 9980 societies in the blocks as on 30th June 1960. The new industrial cooperative societies started in the blocks need careful guidance and assistance. Training programmes for members, making funds available to them, and technical guidance are the pressing problems of industrial cooperatives.

(iii) Supply of improved tools.

Although some progress has been made under this scheme in several States, the programme has not developed in all States. Improved tools costing about Rs 25 lakhs have been distributed to village black-smiths and carpenters as on 31st March 1962. A report on the working of this scheme was submitted by a committee, appointed by the Ministry of Commerce and Industry, during September 1961. The recommendations of that Committee were approved by the SSI Board and circulated to State Governments for necessary action. The Committee was of the opinion that it is desirable to have broad uniform standards all over the country and the following essential steps should be adopted in respect of introduction of improved tools for artisans :

(a) Identification ;

(b) standardisation ;

(c) production ;

(d) introduction (demonstration, extension and distribution).

Identification and standardisation involve research and testing. There should be continuos study and research in the process of identification with improvement incorporated from time to time. The Committee felt that field tests should be carried out extensively before a tool was accepted for final production. The State Governments have also to take necessary steps to demonstrate, popularise and also to ensure a steady supply line of distribution of improved tools.

(iv) *Rural Industrial Estates*

Out of 20 rural industrial estates sanctioned during the Second Plan period, 16 were completed and others are still under various stages of establishment. The Srinagar Conference recommended that a minimum of about 300 rural industrial estates should be started under the Third Plan. The progress has been slow in all the States. The overall position is as follows :

State	*Number of estates for which sites located*	*No. of estates for which schemes approved by SSI Organisation :*
Jammu & Kashmir	15	15
Uttar Pradesh	23	23
Andhra Pradesh	18	
Bihar	10 (tentative)	
Gujarat	Under revision	
Kerala	Not yet finalized	
Madhya Pradesh	26 (tentative)	
Maharashtra	22 (semi-urban and rural)	
Mysore	9	
Orissa	9	
Punjab	10	
Pondicherry	1	
Tripura	2	

(Information in regard to other States is not available)

It takes considerable time to decide the sites of rural industrial estates. After deciding, the sites plans have to be prepared and detailed schemes have to be drawn up by the SSI organisation. Construction of buildings also takes considerable time. The intention was that all these rural industrial estates should be established by the end of the 3rd year of the Plan, so that they could begin to function before the end of the Third Plan. From the progress achieved so far, the target is not likely to be achieved.

(v) *Common facility centres*

457 common facility centres have been undertaken by 31st March 1961. The information available in regard to the programme undertaken in 1961-62 is very meagre. It is understood that many of the common facility centres started are also not working satisfactorily.

(vi) *Artisans Training Centres*

93 cluster type training centres have been established in Andhra Pradesh, Bihar, Gujarat, Mysore and Uttar Pradesh States. Out of these 93 centres, 72 were started during the Second Plan period. In addition. Punjab and Maharashtra States have selected sites, purchased machinery etc, for several centres, but the construction of buildings has been delayed. West Bengal has not accepted the pattern of cluster type training centre. Although Madras and Kerala had accepted the scheme, it appears they have not provided for any training centres.

(vii) *Khadi and Village Industries*

641 Gram Ekais have been sanctioned by the Khadi and Village Industries Commission, out of which 80% are located in C. D. Blocks. The development of these ekais has also been slow. 3213 village industries units have been started in 1577 blocks for which reports have been available. About 800 blocks have started at last two village industries. The Srinagar Conference decided that a minimum of two village industries units should be started in each block. In order to achieve this, much remains to be done. The Khadi and Village Industries Commission has agreed to make available the necessary funds.

(viii) *Extension Officers (Industries)* :

The statement at Annexure I indicates the number of Extension Officers (Industries) recruited by States and in position and under training. There has been considerable improvement in regard to the recruitment of Extension Officers, but the position remains unsatisfactory in States like Gujarat, J & K, Orissa, Uttar Pradesh and West Bengal. It is understood Uttar Pradesh has decided to recruit 500 Extension Officers during this year.

4. Following are some of the suggestions which the Conference may like to discuss, for expeditious implementation of the rural industries programme,

(i) An additional Director of Industries in each State should be put in exclusive charge of rural industrialisation. Even if he is not in charge of implementation of all the schemes of the rural industrialisation programme, he should maintain liaison and should be responsible for the development of rural industries.

(ii) The Development Commissioner should, through periodical meetings of coordination committees established at the various levels viz. Coordination Committee for small industries and its Standing Sub-Committee at the State level, Industries Sub-Committee of the Zila Parishad and Industries Standing Sub-Committee of the Block Panchayat Samiti, ensure that the industries programme is kept in proper focus and speedy implementation assured.

(iii) The decision that the block should be treated as the unit of planning and implementation should be translated into practice by the Industries Department, State Khadi and Village Industries

Board and other bodies and the funds for industries programme in a block should be channelised through the block agency. The industries Extension Officers should function as the effective agent for all rural industries programmes.

(iv) A time schedule should be worked for establishment of industrial estates viz. for location of sites, drawing up plans, and getting them approved by the SSI organisation, construction of buildings, supply of electricity, and water, allotment of sheds to industrialists and entrepreneurs etc. and the progress should be reviewed periodically. Similarly, a time schedule should also be worked in regard to establishment of cluster type training centres and common facility centres.

(v) Provision should be made for loans to artisans in each block and powers delegated at block level for disbursement of such loans.

(vi) The Khadi and Village Industries Commission and the State Khadi Boards should ensure that a minimum of two village industries are started in every block.

(vii) States like Gujarat, J & K, Orissa, Uttar Pradesh and West Bengal have to take necessary steps to recruit the required number of Extension Officers (Industries) for posting one trained officer per block.

(viii) One set of selected improved tools should be provided to each Extension Officer (Industries) for exhibition and demonstration through progressive artisans, industrial cooperatives and technicians.

(ix) Manufacture of improved tools for artisans may be arranged through manufacturing units in industrial estates and the supply line should be assured.

(x) In order to promote industrial cooperative societies for women, it is necessary to appoint women organisers especially for promoting and supervising industrial cooperative societies.

(xi) Industrial Cooperative Societies may be exempted from Sales Tax, or the limit of turnover for levy of sales tax in the case of industrial cooperative societies may be suitably raised, multiplied by the number of working members of the society.

(xii) In view of the various incentives offered by the Ministry of Commerce and Industry, to the cooperative banks, they may be persuaded to finance industrial cooperatives more liberally.

(xiii) The State Khadi Boards should avail of the scheme offered by the Khadi and Village Industries Commission and make necessary arrangements for training managers and secretaries of industrial cooperatives.

(xiv) Extension Officer (Industries) should ensure that necessary technical services and guidance are made available to industrial cooperatives.

ANNEXURE 1

(Enclosure to Agenda Item No. 3)

Statement of E. O. (Industries) recruited by States

STATE	No. of Blocks into which delimited	No. of Blocks reporting	No. of post sanctioned	No. of E. O. (Industries in position as on 1-3-62		No. of E. O. (Ind.) undertraining as on 1-6-62	No. of E. O. (Ind.) trained Un-trained or under training
				Total	Untrained		
1	2	3	4	5	6	7	8
1. Andhra Pradesh	445	326	326	311	—	50	361
2. Assam	160	84	84	84	—	11	95
3. Bihar	575	414	414	414	254	77	491
4. Gujarat	224	150	112	99	2	10	109
5. Jammu & Kashmir	52	52	25	25	—	—	25
6. Kerala	142	101	101	91	—	26	117
7. Madhya Pradesh	416	298	298	278	1	47	325
8. Madras	375	254	318	201	—	23	224
9. Maharashtra	425	2 4	212	190	4	20	210
10. Mysore	268	188	142	142	26	1	143
11. Orissa	307	209	209	48	—	45	93
12. Punjab	228	167	167	155	35	25	180

1	2	3	4	5	6	7	8
13. Rajasthan	232	159	159	143	8	15	158
14. Uttar Pradesh	899	610	123	112	N. A.	62	174
15. West Bengal	341	190	100*	68	12	4	72
Union Territories :							
(i) Delhi	5	5	7	1	—	2	3
(ii) Himachal Pradesh	37	30	32	32	2	4	36
(iii) Manipur	16	11	11	10	—	1	11
(iv) Tripura	15	11	11	11	—	2	13
(v) N. E. F. A.	37	19	8	8		—	8
(vi) Pondicherry	4	4	1	1	—	—	1
(vii) N. H. T. A.	15	11	—	—	—	—	—
(viii) A & N Islands	5	2	1	1	—	—	1
TOTAL	5,223	3,589	2,861	2,425	344	425	2,850

*146 from 1-4-1962

Agenda Item No. 40—WEAKER SECTIONS OF THE COMMUNITY

Item No. 4 (a) Drinking Water Supply

The objective of providing at least one source of potable water supply for each village vide Agenda Item No. 7 (a) will automatically cover the villages which are pre-dominatly inhabited by scheduled castes, scheduled tribes and other backward classes. However, there are a large number of villages which have a sizeable population of such classes but for obvious historical reasons their habitations are generally some distance away from the main body of the village. It seems necessary that drinking water facilities should be provided in such pockets also. Furthermore the economic condition of these backward classes being poor, it is not possible for them to make sizeable contribution towards the cost of the well. The cost of well varies greatly from area to area. While the percentage of people's contribution required under the local development works programme and other schemes may be within the means of these classes—in the form of manual labour etc.—in certain plains areas it would not be possible in hilly areas, arid zones and other difficult parts. It has been suggested under Agenda Item No. 7 (a) that the people's contribution should be fixed at a lower figure in case the cost of a well exceeds Rs. 5,000 : it would be necessary to prescribe an even lower ceiling for backward classes.

The following points may be considered by Conference :—

(i) Provision of at least one source of potable water supply for villages pre-dominantly inhabited by scheduled castes, tribes and other backward classes or for parts of villages inhabited predominantly by these classes, and pooling of funds all available schemes.

(ii) Fixation of ceiling of people's participation at a lower scale in case of scheduled castes, tribes and other backward classes than the one prescribed generally.

(iii) In the general survey to be conducted for assessment of drinking water supply the requirements of the backward classes should be specifically indicated.

Item No. 4 (b) Economic programme of Popultry disbursement of loans etc.

1. Weaker sections in the village communities, are largely the landless people and those subsisting on very small holdings. Poultry keeping is one good means of supplementing their income. Some of them may already be keeping a few indigenous birds, which may have to be upgraded or replaced by improved birds. Others will have to be assisted with supplies of improved birds so as to enable them maintain units of up to 25 or 30 laying hens. They will also have to be trained in modern methods of poultry keeping, given financial assistance for setting up better poultry houses and for equipment, and rendered technical guidance and help.

2. Experience has shown that progress is not possible without an organised system of •marketing and certain other basic requirements a stated in the agenda note on item 2(ii). It is suggested that in thse

programme recommended under that item special preference should be given to weaker sections and in their case the financial help should be of a higher order. In blocks removed from the urban marketing centres also be possible to organise marketing, provide facilities for hatching etc., and form popultry producers' cooperatives as indicated in that note. Under the block programmes, in general also, special preference should be given to weaker sections and assistance given to them on a preferential basis for these programmes out of the Block funds.

3. The Conference may consider and advise on the following :

(i) Nature and scope of the programme that should be chalked out for helping the weaker sections.

(ii) Ways and means of finding the funds required for the purpose and the procedures for the grant of loans and subsidies.

(iii) Minimum standards to be satisfied by poultry keepers to become eligible for further assistance.

Item No. 4 (c)—Rural Housing Coordinated Programme.

Housing conditions in the rural areas are generally bad but more particularly so in the case of backward classes where the problem is accentuated for want of individual resources. Village Housing Projects Scheme of the Ministry of Works, Housing & Supply which is a specific scheme of rural housing, is in operation in all the States. It provides, *inter-alia*, that in the selection of villages under the scheme, preference should be given to villages which have a substantial population of backward classes. In addition, funds for housing are available under the Home Ministry schemes to backward classes, in the State Plans also. The Block schematic budget also has provision for loans for housing. While the Village Housing Projects Scheme admits of subsidy only for acquisition and development of House sites, the Home Ministry programme provides for subsidy to the extent of Rs. 750/- for construction of each house. Under the State schemes subsidy to the extent of 50% of the cost is generally available. While all these schemes for the backward classes envisage that these shall be taken up in a coordinated manner, it is not known as to how far this intention has been achieved in practice. The following points are, therefore. for the consideration of the Conference :

(i) Generally only those villages should be selected under the Village Housing Projects Scheme which have a substantial population of backward classes and where living conditions are particularly bad and adequate building sites lacking.

(ii) In the implementation of the Housing Programmes for backward classes included in the State Plans, the villages selected for the Village Housing Projects Scheme should be given preference so that the subsidies available to them may supplement the loan provision available under that scheme.

(iii) Priority should be given to backward classes in the matter of loans for housing from the block budget.

(iv) Location of housing colonies and model villages for backward classes under the centrally sponsored schemes of Home Ministry should be left to the Zila Parishads/Panchayat Samitis as in the case of Village Housing Projects Scheme, so as to achieve coordination at the level of implementation.

(v) Whether effective liaison is being maintained with the Department dealing with the welfare of scheduled castes, scheduled tribes and other backward classes as contemplated in the Village Housing Projects Scheme.

Item No. 4. (d) Role of Panchayati Raj Bodies in cooperative farming and special benefits to the weaker Sections.

Cooperative Farming is a voluntry method by which the small farmers and landless cultivators pool their holding, man-power and other resources for carrying out joint cultivation. The membership of a cooperative farming society is confined mainly to those who are ready to participate in farm operations or allied activities. The number of absentees and non-working members is not to exceed one fourth of the total.

Thus the programme is intended to benefit the weaker sections of the agricultural community with small holdings who find it difficult to carry on efficient cultivation individually. Cooperative farming is expected to help them in increasing production, employment and income.

THE PROGRAMME

In the Third Plan, 318 pilot projects each consisting of about ten farming societies are to be organised. Of these 64 pilot projects were launched during 1961-62 and 295 cooperative farming socities have been organised so far in the pilot project areas. During the Current financial year i.e. 1962-63 and pilot projects in cooperative farming would be started in 84 districts in which 542 farming societies are to be organized. Work would also be continued in the 64 pilot projects started in the previous year where the back log of 244 socities would be completed. Thus in all, during 1962-63, about 786 farming socities would be organised in the pilot project areas.

In addition, cooperative farming socities are also expected to be organised in the non-pilot project areas. During 1962-63, 1015 societies are likely be organized in the non-pilot areas. A statement showing the state-wise programme for cooperative farming during 1962-63 is given in Annexure I.

ROLE OF C.D. ORGANIZATIONS AND PANCHAYATI RAJ INSTITUTIONS

Full support of the Community Development organisations and Panchayati Raj institutions is essential for the success of the programme of cooperative farming. In particular the block staff and Panchayati Raj institutions should assist the societies in :—

(a) formulating agricultural production programmes including crop patterns and land improvement measures e.g. soil conservation, contour bunding, field re-arrangements, irrigation channels, conservation and utilization of local resources, such as compost, waste materials, green manuring, etc.

(b) preparing a scheme of mixed farming such as poultry, dairying, animal husbandry.

(c) drawing up schemes of agro-industries. cottage and small scale industries, keeping in view the resources, talent and the local demand.

(d) securing funds available under the block budget, G.M.F. schemes etc.

(e) helping the societies in solving their day-to-day problem.

(f) educating the farmers about the advantages of co perative farming.

Field studies indicate that wherever Panchayat Samitis and the Block staff have been taking active interest in the programme and have adopted a sympathetic attitude and constructive approach, greater progress has been achieved and many financial difficulties have also been resolved. Without waiting for funds from the coopera ive department one Panchayat Samiti in Rajasthan and a B.D.O. in Uttar Pradesh gave financial assistance to the farming societies from the block budget. The timely assistance gave the societies a good start. On the other hand, in another pilot block the progress of the societies already registered was retarded because the staff of the Samiti did not release the amount of medium and long term loan till 31.3.1962 although the funds were placed at the disposal of the Samiti much earlier by the State Government.

Secretary, Ministry of Community Development, Panchayati Raj and Cooperation addressed a D.O. letter to all the Development Commissioners on the 25the September, 1961, emphasizing the role of panchayati raj institutions as well as of block staff in the programme of cooperative farming. All States excepting Jammu & Kashmir, Maharashtra, Orissa and Rajasthan have issued detailed instructions on the subject. It is necessary that similar instructions are issued by these four States as well, as early as possible.

RECOMMENDATIONS OF THE N.C.F.A. ZILA PARISHADS AND PANCHAYAT SAMITIS

The National Cooperative Farming Advisory Board, at its third meeting held at New Delhi on 4th May 1962, while considering the measures necessary for accelerating the programme of Cooperative Farming recommended that :—

"The Cooperative Sub-Committee of Zila Parishad should review the progress of Cooperative Farming every quarter and send its report to the state Advisory Board. Similarly, the Cooperative Sub-Committee of the Panchayat Samiti should go into the matter every three months and send its report to the Zila Parishad."

PANCHAYAT LANDS

With the introduction of Panchayati Raj in the States, the lands belonging to Government are being progressively transferred to the Panchayats and Panchayat Samitis. The Executive Committee of the

National Cooperative Farming Advisory Board while considering the question of utilisation of lands that may be vested in Panchayat Samitis recommended as follows :

"As has already been accepted in respect of Government waste lands wherever waste lands are assigned to Panchayats and Panchayat Samitis by Government, they should also allot these lands to start cooperative farming societies, provided they have potentialities of becoming viable units."

The above recommendation of the Board's Executive committee was accepted by the Ministry in the Department of C.D. which addressed a letter to the State Govrnments on the subject on the 27th April, 1962, requesting them to issue suitable instructions to the village panchayats and the panchayat samitis. For enabling the Panchayati Raj institutions to formulate a specific policy in this regard, the following suggestions were made in the letter :—

(a) Wherever a panchayat does not intend to cultivate by itself the lands vested in it and decides to lease out such lands, preference should be given to cooperative farming societies over individual cultivators. The Society may be an existing society or may be newly organized with a substantial proportion of landless persons, small or medium cultivators. The tenant and better farming societies should not be treated as cooperative farming societies for the purpose of leasing such lands;

(b) The lands should be leased to cooperative farming societies on a long term basis, preferably for a period not less than five years ;

(c) To ensure that neither the Panchayat institutions nor the cooperatives will be put to any undue loss by according preferential treatment to the cooperatives, the lease amount for the lands will have to be fixed in accordance with the tenancy laws in force;

(d) Certain other conditions and safeguards like a prohibition against the construction of any permanent structures on or making of long term improvements on the lands by the cooperatives without the concent of the panchayat body, may also have to be provided; and

(e) The policy indicated above is not intended to apply to small scattered bits of land which cannot be conveniently formed into a cooperative farming society or leased to an existing cooperative farming society.

POINTS FOR CONSIDERATION

In the light of the foregoing paras the Conference may consider the following :—

1. As the development of cooperative institutions including cooperative farming, forms one of the ten point test for Panchayati Raj instituions, it is vitally important that the Panchayati Raj instituions should help in the formation of cooperative farming societies and give assistance to them.

2. The Panchayati Raj institutions should formulate specific policies in regard to the allotment of panchayat lands to cooperative farming after taking into account the suggestions made by the Government of India.

3. As recommended by the National Cooperative Farming Advisory Board the cooperative sub-committee of the Zila Parishad should review the progress of cooperative farming and send its report to the State Advisory Board and the Cooperative Sub-Committee of the Panchayat Samiti should review the progress of cooperative farming every three months and send its report to the Zila Parishad.

4. The Cooperative Farming Societies should also associate fully the Village panchayat and the agricultural sub-committee of the Panchayat in the preparation of their agricultural production plans as well as in their implementation.

ANNEXURE I

[Enclosure to Agenda Item No. 4(d)]

Statement showing the programme for Cooperative Farming during 1962-63

(Rs. in lakhs)

o.	STATE	Pilot districts	New Pilot Socities	Backlog of 1961-62 pilot socs.	Total pilot socs.	Financial outlay for pilot socs.	Financial outlay for trainin	Total financial outlay	Non-pilot societies	Financial outlay for non-pilot socs.
1	2	3	4	5	6	7	8	9	10	11
1.	Andhra Pradesh	7	35	@	35	4.15	1.51	5.66	100	9.50
2.	Assam	4	20	10	30	3.49	1.22	4.71	10	0.95
3.	Bihar	6	30	20	50	5.87	1.50	7.37	100	9.70
4.	Gujarat	5	25	30	55	5.65	1.00	6.65	20	1.70
5.	Jammu & Kashmir	2	20	@	20	2.38	—	2.38	4	0.40
6.	Kerala	3	15	10	25	2.94	1.40	4.34	100	9.60
7.	Madhya Pradesh	5	25	25	50	6.00	1.90	7.90	50	4.75
8.	Madras	5	30	9	39	5.49	1.00	6.49	40	6.00
9.	Maharashtra	7	35	65	100	12.30	1.00	13.30	174	17.52
10.	Mysore	6	40	20	60	7.02	0.64	7.66	30	3.20
11.	Orissa	3	30	@	30	3.53	0.84	4.37	10	0.97
12.	Punjab	8	60	@@	60	7.06	1.71	8.77	100	9.80

1	2	3	4	5	6	7	8	9	10	11
13.	Rajasthan	3	30	@	30	3.70	1.50	5.20	60	5.70
14.	Uttar Pradesh	20	100	50	150	15.021	4.51	19.531	200	16.10
15.	West Bengal	5	30	5	35	4.79	1.00	5.79	15	1.45
	Union Territories :									
16.	Delhi	—	2	—	2	0.237	0.10	0.337	2	0.192
17.	Himachal Pradesh	—	4	—	4	0.40	—	0.40	—	—
18.	Manipur	—	4	—	4	0.40	—	0.40	—	—
19.	Tripura	—	5	—	5	0.50	0.062	0.562	—	—
20.	Pondicherry	—	2	—	2	0.098	—	0.098	—	—
	TOTAL	89	542	244	786	91.026	20.892	111.918	1,015	97.532

@No back-log of socities shown because the State Governments indicated during the annual plan discussions for 1962-63 that the socities would come up in every pilot project during 1961-62 itself. To the extent that there is a short-fall in this achievement as is quite likely in Andhra Pradesh and other places, figures in column 5 would go up correspondingly.

AGENDA ITEM No. 5 (a)—WOMEN AND CHILDREN'S PROGRAMME AND TRAINING OF WORKERS.

A. Administration and personnel.

(i) Integration of agencies.

Before 1957 programmes for women and children were undertaken in Blocks by women SEOs and Gram Sevikas and in some non-block areas Welfare Extension Projects covering 25 villages each were undertaken by the Central Social Welfare Board. Later as a result of coordination established with the C. S. W. B., Coordinated Welfare Extension Projects were established in 329 Blocks. Besides these in some States like U. P., Andhra Pradesh and Madras there was a Women's Welfare Department which had undertaken Welfare and Development Programmes for women and children. It has been increasingly felt that integration of non-official and official agencies at various levels makes for an effective operation of the programme. Madras State introduced a scheme in June, 1961 wherein the state women's welfare department, the State Social Welfare Board, the Community Development Programme relating to women and children were integrated under one organisation. A summary of the Madras scheme is attached (Annexure I). This scheme was circulated to other State Governments for consideration in August, 1961. It was also placed before the Staff Conference of Development Commissioners in December, 1961 which recommended that States should examine the possibility of adopting a similar schemes with such modifications as may be needed. It is learnt that U. P., Kerala and Mysore intend to adopt a similar administrative integration shortly. Rajasthan and Orissa have also stated that they are considering the suggestion. The IVth meeting of the Women's Advisory Committee which met on 27th June, 1962 also recommended to this effect.

2 The Conference may consider the progress made in this regard and make suitable recommendations.

(ii) Permanency of services of Mukhya Sevikas and Gram Sevikas

3. It has been accepted that the permanent pattern of staff in a Block should include one Mukhya Sevika and two Gram Sevikas. In order to evoke their full interest it is necessary to give them security of service and to ensure a line of promotion etc. by fixing up proper cadres for them in permanent departments. The Conference may consider the progress made in this respect in the different States.

(iii) Provision of funds in post stage II.

4 At present a minimum sum of Rs. 40,000 in every Stage I and Rs. 20 000 in every Stage II Block is ensured for this programme, besides expenditure from other heads also. In 1962-63 the number of post stage II Blocks will be about 91 and by the end of the III Plan Period there will be about 1519 post Stage II Blocks. It is necessary to ensure that the programme of women and children's Welfare started under the Community Development Programme is continued in post stage II blocks also. The problems of women's and children's welfare are so stupenduous that only a fringe of it is touched during

stages I & II of the Community Development Programme. In some states like Andhra Pradesh, U. P. and Madras the existence of a Women's Welfare Department ensures this provision. It is necessary that State Governments other than these also should provide in their budgets a minimum amount for this very important programme under the normal expenditure-preferably by establishing a full fledged women's Welfare Department, absorbing the existing workers at the different levels, and by giving proper guidance and supervision. Development Commissioners may consider how best to make provisions on a permanent basis for this programme.

B. Prize Competitions for Gram Sevikas.

5. During the past three years, a prize competition for village level workers has been in operation. Although according to the original scheme, it has been open to Gram Sevikas also to participate in this competition, the list of items on which the achievements of the Village Level Worker were assessed, could not be applied to Gram Sevikas' work, with result that they were not able to compete. It was therefore, proposed to have separate criteria on which the work of the Gram Sevikas could be judged. A draft scheme was placed before the Women's Advisory Committee and the Conference of Directors/Special Officers for Women's Welfare which met on the 27th and 28th June, 1962 respectively. The scheme as modified in the light of their recommendations is appended. (annexure II).

6. While the scheme will be part of the original scheme, the financial provision will have to be enlarged to include more prizes for Gram Sevikas. The Conference may consider how best to implement the scheme in 1962-63. The Directors/Special Officers of Women's Welfare have been requested to draw up suitable proforma in order to help objective assessment.

C. Quarters for Gram Sevikas and Mukhya Sevikas.

7. One of the major difficulties experienced by women personnel is lack of suitable residential accommodation in rural areas. This is hampering greatly the recruitment of personnel and also detracts the right type of workers coming forward. In the list of staff for whom provision of quarters is to be made out of the sum of Rs. 1, Lakh provided in the block budget under "housing"—Gram Sevikas and Mukhya Sevikas are included. In actual practice it is learnt that very few quarters have been built for Mukhya Sevikas alongwith other extension workers but in the case of Gram Sevikas hardly any progress has been made. Orissa and U.P. it is learnt are providing funds for the purpose. The progress in other states is not known. The Conference may review the position and make recommendations in this regard.

D. Training

(a) *Training of Associate Women Workers*

8. Training of associate workers has been recommended in the Development Commissioners' Conference for the past few years as an important measure to assist in the work of Gram Sevikas and Mukhya Sevikas. Although a few States like Rajasthan, Uttar Pradesh,

Orissa, Assam and the Union Territory of Manipur have organised this training in fairly large numbers, others have not been able to undertake intensive training on account of lack of resources and adequate trainers. Meanwhile in pursuance of the recommendation of Taradevi Seminar on Youth Welfare, a few camps of 12 days training for the workers of Women and youth Organisations have been held during the past one year. The Seminar on Youth Welfare also felt that Youth Organisations for girls under village conditions will have to be part of Mahila Mandals to get the support of the older women, and that the worker will have to be the same. It is, therefore, now proposed to implement a scheme to train 25,000 workers in the III Plan Period in the existing training centres for Gram Sevikas and Mukhya Sevikas with full Central assistance covering workers who could undertake programmes for both younger and older women. A copy of the scheme is at Annexure-III

9. The Women's Advisory Committee in its IV meeting in June 1962, also discussed the scheme and recommended that the training of associate workers in greater numbers should be promoted. The Scheme was accepted in principle.

The State Directors and Special Officers for Women's Programme have suggested that the present camps of three to four weeks conducted in some of the States in the Districts need not be stopped. It was also felt that where States felt it convenient to hold camps in places other than the Training Centres, they should be allowed to do so. But it was agreed that training centres as providing the best facilities in terms of trainers and teaching aids a congenial atmosphere for women to discuss, practice and learn should be preferred wherever possible.

10. The Development Commissioners may consider measures to implement the Scheme in the III Plan period.

(b) *Training of women members of Panchayati Raj Institutions.*

11. Panchayati Raj Legislation in 10 States has provided representation for women at Panchayat Level and in 14 States at Panchayat Samiti level. Functional Sub-committees especially for women and children are provided for in the laws of three States and in other they are formed under executive instructions, since the law enables Panchayat Samitis to form a number of sub-committees on subjects of their choice. It is necessary that these women members should be enabled to function effectively by giving them proper training :—

(a) to know details of the working of these bodies and appreciate their duties, obligations and rights in them.

(b) to utilise their special position to promote and develop special programmes which will built up the welfare of women and children.

12. The first part of the training has naturally to be taken along with men which will itself enable them to participate effectively in the deliberations of the Panchayati Raj Institutions.

13. For the second part of the training, it seems desirable to organise separate training for the women members to cover the following subjects :—like, enrolement of girls promotion of girls education, economic programmes for women including role of women in cooperatives, home improvement, nutrition, family planning, maternity and child-welfare, health and hygiene, pre-primary education, environmental sanitation, problems of desitute women and children etc. which may not be of interest to men and in which free discussions may not be possible in a mixed group. They will also have to study in detail the job chart of the Gram Sevikas and the Mukhya Sevikas to be able to drive maximum benefit from their services. They should also know the role of Associate Organisations and workers and that of women teachers to have a comprehensive grasp of the programme. At present information is available from 8 States that they are conducting camps of varying durations i.e. from one day in Assam to 15 days in Gujarat with a mixed type of syllabus covering both types of training mentioned above. The Women's Advisory Committee in its IV meeting in June. 1962 discussed this in details and recommended that the two types of training should be separately given viz. (1) along with men to enable them to know the functional aspects of Panchayati Raj Institions and their rights and obligations under the statute. (2) in special courses of one week to enable them to appreciated and promote women's programme in detail and that this training should be given in separate women's camps.

14. The Development Commissioners may discuss and decide how best to impart this training. It is suggested that the special training of women members may be of one weeks' duration. Each training course may consist of 40 women members. The training may be given by the S.E.O., Mukhya Sevika and Gram Sevika of the block under the supervision of the District Level Officer in-charge of women's programme or the District S.E.O.

ANNEXURE I

[*Enclosure to Agenda Item No. 5(a)*]

Salient features of Madras Government's G. O. No. 1433 dated 20-5-1961 regarding reorganising and integrating the three agencies of Women's Welfare.

Consequent on the implementation of Panchayati Raj, the Madras Government have with effect from 1-6-1961 integrated the following three agencies for women's welfare work namely—(a) The Women's Welfare Department which works mostly in non-block areas ; (b) The Rural Development and Local Administration Department which works in C. D. Blocks ; and (c) The State Social Welfare Board.

1. (i) The *State* Social Welfare *Advisory* Board will hereafter be called the State Social Welfare Board and will in course of time become a statutory Board like the State Khadi and Village Industries Board. The existing Advisory Committee for the Women's Welfare Department is abolished.

(ii) The State Government will reconstitute the State Board in consultation with the Central Social Welfare Board with the following composition—12 non-officials one from each Revenue District, 4 officials and 5 non-officials.

(iii) The Director of Women's Welfare will be the wholetime Secretary of the Board ; she will be the head of the Department which will consist of all the existing staff of the 3 agencies—common categories merging into a single cadre.

(iv) Responsibility—All matter of policy, formulation and implementation of programmes, review of progress, advice on training, scrutiny and recommendation of applications for grant-in-aid to non-official institutions, advice on recruitment of staff and any other matter. It is responsible to State Government in all matters relating to the programme of the State and to the Central Social Welfare Board for the grant-in-aid programme financed entirely by them. In short it will assist the State Government and the Central Board in further development of Welfare Services always in consultation and coordination with the State Government.

It will meet at least once in 2 months with the Chairman presiding at all such meetings.

II. (i) *District level*—Each Development District will have a Committtee consisting of Chairman of all the Block level Committees in the Develoment District and coopting 4 voluntary Social Workers, and be presided over by the respective member of the State Board in that District.

(ii) A Departmental Officer at District level will be ex-officio Secretary to this Committee. She will render advice and guidance to the Block Committees and to the workers.

(iii) Responsibility—It will review, assess and report to the State Board.

III. (i) *Block level*—Work will be administered by a Committee of the Panchayat Union called the Women's Welfare Committee.

(ii) Composition—Chairmen of the Panchayat Union Council as member, plus 5 women members of the Panchayats in the Block, and 2 voluntary women workers to be coopted with the State Board's recommendation.

The Chairman shall be a woman. There will also be a Commissioner.

(iii) Powers—Same powers as other Committees of Panchayat Unions.

(iv) Responsibility—Administration of work relating to the women and children including maternity and child welfare ; also determine policy.

ANNEXURE II

[*Enclosures to Agenda Item No. 5(a)*]

Prize Competitions for Gram Sevikas

During the past three years, a prize competition scheme among Village Level Workers has been in operation. The assessment has been done at Block, District, State and National Levels and the following number of prizes have been awarded each year.

Althogh it has been open to Gram Sevikas also to participate in this competition the list of items on which the achievements of the Village Level Worker were assessed could not be applied to Gram Sevikas' work—hence they were not able to compete effectively. In view of this, it is now proposed to have a separate list of criteria on which the work of the Gram Sevikas could be judged. The scheme will have to be enlarged to include more prizes for gram Sevikas. A draft scheme and a list of criteria for judging Gram Sevikas' work is placed below. The Scheme will have to be further processed in consultation with the Planning Commission, the Ministry of Finance and the Central Social Welfare Board. The Women's Advisory Committee may consider the scheme and offer their comments on the scheme, especially on the list of items on which the Gram Sevikas work is to be judged and the assessment Committees to be formed.

PRIZE COMPETITION SCHEME FOR GRAM SEVIKAS

I. Eligibility

All Gram Sevikas in Blocks and in Coordinated Welfare Extension Projects may enter the Competition. There shall be no entrance fee.

II. Scope of Competition

As the number of Gram Sevikas at Block Level is only two except in the Coordinated Blocks, the Competition will be held only at the following levels.

(i) Regional level
(ii) State level
(iii) National level

Only in these States where the number of Gram Sevikas exceeds 300.

In the Union Territories there will be one State level prize for all the Territories combined and one Regional level prize for each of these Territories except the one winning the State prize.

III. Period of Competition

The period of competition shall be one year from 1st April to 31st March of the subsequent year.

IV. Items of work for Competition

The items of work which would qualify for the Competition should relate both to the productive as also welfare side of the programme viz., Agriculture, Animal Husbandary, Cooperation, promotion of Panchayati Raj, training and education of women and children and other welfare programmes.

V. Assessment Committees.

The assessment will be at the following levels :

(a) Regional

(b) State

(c) National

(a) *Regional level*

The chairman would be one of the senior District Collectors or the Divisional Commissioner who could co-opt three other members like women's Welfare Officer, District Social Education Officer, members of Zila Parishads or District Development Councils.

(b) *State level*

At the State level, the Development Commissioner will be the chairman, the Director of State Officer for Women's Welfare or any other officer in-charge of the programme will be the Secretary. The Chairman of the State Social Welfare Board and two Women M. L. As will be coopted as members of this Committee. This Committee would consider the performances of the first winners at the Regional levels as decided by the Regional Level Committees, where these are instituted, and also do field inspection and then select the State Level winners.

(c) *National level*

The National Level Committee will be the same as that for Gram Sevaks' Prize Competition Scheme with the addition of a representative from the Central Social Welfare Board. As the number of Gram Sevikas will be much smaller than that of Gram Sevaks, there will be only one National Level prize. This Committee shall select the Gram Sevika for the National Level prize and the best Gram Sevika among the Union Territories for the award of State Level prize. The procedure for deciding the best worker National Level may be same as followed for Gram Savaks viz. personal interview, report of the State Governments and visit to the Gram Sevika's villages. The Committee may follow either one or more of the above methods. Other conditions of eligibility of the workers to the various level prizes may remain the same as those for Gram Sevaks.

VI. Prize

The following prizes shall be awarded at each level :—

Level	Number of prizes	Category of prizes	Amount of each prize	Total Amount
National level	2	Ist	2,500	2,500
State level*	1	IInd	1,500	1,500
	16	Ist	1,000	16,000
Regional level	14	IInd	750	10,500
	350	Ist	100	35,000
				65,500

**Note* : All States which have 300 and more Gram Sevikas may award two prizes while those with 300 and below may award one prize each.

Criteria for selection of best Gram Sevikas for the prize competition Scheme.

1. (a) Name of the Block and District.
   (b) Date of opening of Block.
   (c) Present stage and date of entering the same.
2. (a) Name of the Gram Sevika.
   (b) Age.
   (c) Total service.
   (d) How long she has been working in the present place.
3. (a) Name of the Headquarters village.
   (b) Number of villages in her jurisdiction.
   (c) Area of jurisdiction.
   (d) Population of the area.
   (e) Number of homes in the area.

Agriculture and Animal Husbandry

1. Number of kitchen gardens maintained, amout of seeds sown and amount of produce reaped during the period.
2. Number of compost pits being maintained and amount of manure realised by the initiative of women. For this only pits maintained by individual families and or Mahila Mandals may be reckoned.
3. Number of women trained in better agricultural operations e. g. line sowing, line transplantation, use of improved implements, treatment of seeds etc. or any other items.
4. Number of village poultry units in which better breeds of poultry have been introduced for women to rear ; it may be individuals, families or groups of women together or cooperative units-details to be given.

Environmental Sanitation

1. Number of soak pits being maintained in proper condition in the houses.
2. Smokeless chulas.
   (a) Number of demonstrations made.
   (b) Numbers installed.
   (c) Numbers in active use.
   (d) Any other connected items like training of potters in producing such chulas, may also be included provided the initiative has been by the Gram Sevika.
3. Number of latrines introduced and being maintained by individual families.

Nutrition

1. Number of demonstrations for introducing better nutrition.
2. Number of items introduced for supplementing vitamines, proteins and minerals.
3. Number of families who have adopted the new practices so introduced.

Home Improvement

(a) *Items*	(b) *Number of families or houses adopting the same*

1. Indicate number and type of improvements introduced like the following and any other similar items.

   (a) Putting up a mud or other improvised shelf for keeping vessels or masala samans.

   (b) Laying out a washing place.

   (c) Putting up a raised platform for keeping drinking water.

   (d) Removing a tile for ventilation or light.

   (e) Opening out a hole or window in the wall for better ventilation.

   (f) Opening out niches and putting up doors with wire gause for keeping food articles safe from rats, cats, flies etc.

Other Crafts

1. Tailoring centres established or courses conducted and uumber of women trained.
2. Charkas introduced and actually functioning (any special schemes or activities like competitions to popularies them may also be mentioned).
3. Any other craft taught and the number of individuals or families that have learnt them.
4. Whether any industrial or other cooperatives have been established for women, their numbers, membership, capital, work turnover etc.

Other Items

Number of Mahila Mandals working.

Number of meetings held in Mahila Mandals.

Number of village women trained in short duration courses of three to five days.

Number of village women trained in long duration courses (of one month).

Number of women or young girls made literate during the period.

Number of study tours for women conducted.

Children's Programme

Number of baby shows conducted.

Number of Balwadies working their dates of starting and their present strength.

Number of children given milk or mid day meals and the number of days they are fed.

Any other Extra Items

Note (i) Records should be maintained for the above which should be checked periodically by the Mukhya Sevika/B. D. O./District Officers.

(ii) For every demonstration a separate record should be kept showing details of demonstration—how many attended and at least five participants should have signed the Gram Sevikas record.

(iii) The items need not be confined to those financed from the schematic budget only. Greater weightage should be given for items in which people's own efforts are promoted and there resources developed.

ANNEXURE III

(Enclosure to Agenda Item No. 5 (a)

(*a*) *Integrated scheme for training 25,000 associate women workers in Gram Sevikas training centres* :—

Selection—Selection should be done from among members of existing Mahila Mandals, *Conditions of eligibility*—Candidates should be literate, preferably studies upto 5th standard, with leadership qualities, be receptive to new ideas, be willing to mix with all castes and sections in the village, be of the age group 21 to 45 and be willing to do some work for the community. The selection should be done by Panchayats or Panchayat Samithis in consultation with Block staff and members of Mahila Mandals.

Programme :

The programme for every Mahila Mandal will cover items in the minimum programme for women and children suggested for each Block. While that will be a general pattern, programme should be focussed in two directions, one to cover women of age group 17 years and upwards and the other to cover the age group of 11 to 17 years i. e. while projects in agriculture, animal husbandry, home crafts and subjects like environmental sanitation will be common to both age groups emphasis on home making, family planning and child care will be of greater interest to adult women and emphasis on literacy, cultural programmes, problems of puberty etc, will be of greater interest to the younger age group. Further, receptivity to new techniques will also be of greater interest to younger age groups. During the training this emphasis should be brought out clearly.

Details of Training :

The training programme will consist of two phases (i) training of trainers, (ii) actual training of Associate Women, Workers. Training of trainers will be organised in Regional Camps of 7 days duration. The duration of training of Associate workers will be one month and it may be divided into two convenient sessions if, necessary. Only completion of both the sessions will be counted as a full course. Those State which prefer a continuous course may have a full month at a stretch.

Location :

At the present moment, there are 44 Gram Sevikas Training Centres and 10 Mukhya Sevikas Training Centres. Of these two of the Gram Sevika Training Centres have only one Instructress each and so may not be able to undertake this training. The rest of the 52 Training Centres can undertake each four camps per year during the Third Plan period, covering 25,000 workers at the rate of 40 trainees in each course. At the end of two years the training will be reviewed for further extension and expansion.

Training of Trainers :

Instructresses from Gram Sevikas Training Centres, State level Officers and District Level Officers from the vicinity of the training centres, about 150 in all, will be trained in 3 regional camps of seven days duration.

Field level :

25,000 women workers to be trained in batches of 40, duration of each course being one month. The scheme will continue for three years and cover 625 course.

Follow up and reinforcement :

Every Home Science Training Centre in which the worker was trained and the Block staff from which the trainees come would be requested to do follow up of the work of the candidate after training, for a period of three years. Details of proformas for reports etc, will be worked out later in consultation with all concerned. Out of the good workers a selection may later be made and given further training. This will depend upon the progress of work and intensity of follow up.

Financial Implications :

Training of Teachers—For the regional camps the expenditure on T. A. and D. A. of Instructors and other officials will be met from their source of employment. An *ad-hoc* grant of Rs. 1,000/- may be made for conducting each of these Regional Camps to cover the expenses including Guest Lectures, Stationery, Contingencies, Field Trips etc.

Training of Women Workers—The one month training courses are to be conducted four times a year covering four months. The Gram Sevikas Training Programme is for a full year during which they are absent from the training centre for about three weeks on the whole for study tours etc. Arrangements for providing additional accommodation and equipment to those centres will be necessary. An *ad-hoc* grant of Rs. 15,000 per centre will be adequate for providing additions and alterations including putting up of temporary sheds. A statement of estimated expenditure on this is given below :

Non-recurring :

(i) *Ad-hoc* grant for additions and alterations to existing buildings at Rs. 15,000 per centre (15000 x 52)	Rs. 7,80,000
(ii) Utensils, dhuries, mats, a few pieces of necessary furniture for class room etc. Rs. 1,500 per institution.	Rs. 78,000
Total :	Rs. 8,58,000

Recurring :

(i) Employment of one extra instructor in each of the 38 Gram Sevika Training Centres which have less than four instructresses and 10 Mukhya Sevikas Trg. Centres @ Rs. 150/- x 12x 3 x 48	Rs. 2,59,200
(ii) Employment of one woman attendant or peon at Rs. 30/-(30 x 12 x 52 x 3)	Rs. 56,160
(iii) Honorarium for Guest lectures—allowance for staff member @ Rs. 500/- per institute (500 x 52 x 3)	Rs. 78,000
(iv) Messing charges @ Rs. 40/- per trainee for 25,000 trainees (25,000 x 10)	Rs. 10,00,000
(v) T. A. for trainees at an average of Rs. 10/- per trainee (25,000 x 10)	Rs. 2,50,000
(vi) Visite, study trips etc. Rs. 500/- per institute per year (500 x 52 x 3)	Rs. 78,000
(vii) Mis. Contingencies for water, lighting, Stationery, first aid and other unforeseen expenditure @ Rs. 1,000/- per centre per year.	Rs. 1,56,000
Total	Rs. 18,77,360

The total expenditure on the scheme thus works out to Rs. 27,38,360 during the entire period of 3rd Plan. (Regional Camp—Rs. 3,000/- Camps at Gram Sevika Training Centres & Mukhya Sevika Training Centres—Non-recurring—Rs. 8,58,000.

Agenda Item No. 5(b)—YOUTH PROGRAMME & TRAINING OF YOUTH WORKERS.

1. Introduction

The youth movement has now to come into effective form for the efficient functioning of Panchayati Raj institutions. As an aid for furthering all aspects of rural development programmes, it must receive the highest priority. This is specially so in the traditional society of rural India. The question is how best to promote youth organisations as an integral part of the Community Development movement so as to give a sense of purpose to the rising generation, to inspire them to play their part in the development programme and to accept the call for self sacrifice and dedication to the total interest of the community. It is because of this realization that last year at Hyderabad a comprehensive programme of youth organisation as a vital base of the Panchayati Raj movement was adopted. It included details of the programme to be developed, approaches to be adopted and incentives to be offered to promote and stabilize youth organisations.

2. Programme

The programme of youth organisation in different States was reviewed at the Annual Meeting of the State Directors of Youth held on 2nd May, 1962 at Delhi. It was observed that there was high mortality rate between the number of youth organisations started and the number functioning at the end of the year and the increase in the number was primarily due to expanded coverage of the C. D. programme rather than increase in the number of youth organisations per block. The number of members per organization has also tended to remain stationery at about 18. It was agreed that high mortality in the youth organisations was due to (a) lack of follow-up, (b) anxiety for expanding the number of organizations, (c) youth leaders moving away from villages, (d) inadequate trained personnel and (e) insufficient attention to the development of programmes according to the actual needs of the youth of the area and sudden substitution of programmes by the workers in place of these desired by the youth. It recommended that (a) in the promotion of youth organizations the worker should realise that in rural areas, the transition from childhood to adulthood responsibilities is short, with the result that the children acquire adult outlooks very quickly ; (b) the programme should be flexible to suit different areas ; (c) after developing the minimum programme, other activities should be gradually introduced and maintained on a sustained basis ; (d) leadership of youth should be allowed to develop around various activities as indicated by the members of the youth organizations ; (e) the extension method should be utilized in introducing individual and group projects on health and sanitation, agriculture, animal husbandry and cottage industries and other programmes of development of skills ; (f) activities of trekking, hiking, camping should be incorporated in the programme of youth orgnizations so as to promote the spirit of adventure ; (g, technical guidance should be given by all extension workers to youth organizations and (h) intensive follow-up programme should be maintained both by the block administration and the G. S. T. centres of the youth trained in the organization and promotion of youth activities.

3. Training

As one of the major difficulties felt in the past was the absence of adequately trained associate leaders, attempts have been made since last year to deal with this question. An expanded scheme for the training of youth workers and leaders in rural areas was introduced last year. State level camps have been held in all States other than J & K, Kerala, Madras, Orissa, Punjab and West Bengal. Punjab has agreed to hold the camp in July/August. The regional level camps have yet to be held in Assam, Bihar, J & K, Kerala, Madras, Orissa, Punjab and West Bengal. Out of 20,000 youth workers proposed to be trained in the course of one year, only 8,109 have been so far trained. The Annual Conference of State Directors of youth programme recommended a detailed follow-up of the trained workers by the G. S. T. Cs. Whilst instructions have been issued to the G. S. T. Cs., suitable instructions to the Block staff have to be issued by the State Government. It is proposed to expand the scheme to cover another 30,000 youth workers and leaders, so as to provide 10 youth workers per block by 1963-64.

The Conference may review the training programme and consider how best to make up for the lag in holding the state level camps so as to cover the target of 20,000 youth leaders and workers before the end **of the current year.**

4. Incentives

(a) Rallies and Sports :

As an incentive to youth programme of the Hyderabad Conference recommended organization of annual youth sports and rallies. Many of the States have already taken this up. Maharashtra and Gujarat have organised sports for non-school and school-going students, Mysore only for school going youths, U. P. separately for boys and girls at all levels, and Rajasthan separately for school-going and non-school-going youths. Andhra Pradesh, Punjab, Kerala and Madhya Pradesh have also organised them at different levels. The Annual Meeting of the State Directors suggested that the object of the scheme for holding Annual sports should be to provide opportunities for games, sports and athletics to non-school going youth also at all levels from the Village upwards. The Panchayat at the village level. the Panchayat Samiti at the block level and Zila Parishad at district level should be actively associated in the organization of sports. Those youth who come out successful in the State Youth Festival should be given an honoured position in the rallies organized on Republic Day. Recently, U. P. Government has suggested that an All-India Sports' Festival for rural youth should be organised. It is felt that such a programme should strengthen the youth organizations at the village and block levels. The Conference may consider the proposal to organise the Annual Sports Rally of rural youth at All-India, State, District and block levels.

(b) Bharat Darshan

Similarly, the programme of Bharat Darshan should be effectively utilized for providing recognition to youth leaders for their contribution to the promotion of youth organizations in villages. The Bharat Darshan tours should include visits to scenic beauties and a part of the tour should be undertaken as trekking and hiking experience. Each State may consider the desirability of working out a definite scheme for organising the programme of Bharat Darshan tours.

(c) Agricultural fairs and Competitions in occupational skills :

It is also felt that to promote the development of occupational skills among rural youth, specially in agriculture and animal husbandry, it would be necessary to organise agricultural and animal husbandry fairs and competitions. Suitable schemes may be worked out for this purpose.

5. Development of Occupation Skills

It is also considered necessary to provide facilities for the development of occupational skills to rural youth. 12 days training is very short for development of skills around different rural occupations. It is, therefore, necessary to consider how best the agriculture and animal husbandry colleges and their extension wings could provide opportunities to rural youth to develop occupational skills.

6. Associate Organizations

In the Panchayati Raj set up, the youth organizations are vital associate organizations providing an effective base for developing habits of voluntary cooperation and participation in rural development

programmes. The Panchayati Raj bodies are required to support their activities and in turn, get supported by them in the programme of development. In addition, in a traditional society, youth are the promoters of new innovations. Unfortunately, as yet youth organizations have not reached a state of development so as to play this vital role of associate organizations. It is, therefore, for consideration how best the youth organizations can be established, stabilized and stimulated to play this vital role in the promotion of the objectives of Panchayati Raj.

7. The Conference may consider the question of how best the youth organizations could be developed as strong and vital associate organizations providing a solid base for Panchayati Raj with special reference to (a) its programme, (b) its leadership, (c) training of leaders, (d) incentives, (e) development of accupational skills and above all (f) to enthuse a sense of purpose and adventure in the youth.

AGENDA ITEM NO. : 6 SOCIAL EDUCATION—AUDLT LITERACY AND EDUCATION.

1. The Hyderabad Conference on Community Development while adopting the Adult Literacy Programme under the Third Five Year Plan recommended that (a) a common approach to social education should be adopted at the block level by C.D. organisation, Education Department and voluntary organisations ; (b) every Primary, Middle and Higher Secondry School should become a centre of adult education work ; the teachers running the literacy classes being given an honorarium of Rs 10/- to Rs. 15/- per month ; (c) the Panchayats must accept the obligation to provide a group of adults willing to learn and to ensure their attendance in the literacy classes and to make minimum contribution in the form of kerosene, etc. amounting to Rs. 40 to 50 per group for a period of 4 to 5 months for the first phase of literacy ; (d) Education Department should provide additional resources under the Annual Plan to supplement the resources of the Panchayat Samitis once the programme gathers momentum ; (e) the services of voluntary workers—especially educated rural youth—should be utilized after giving them adequate training ; (f) a substantial portion of the funds provided for social education should be earmarked for adult literacy and education programme ; (g) block education officer and S.E.O. should work together in promoting the adult literacy programme. The Conference also recommended that the State Education Department should accept responsibility for the production and supply of literature for neoliterates, and the SEO, if he does not belong to any department, should be place under the Education Department. The Conference appreciated the assurance given by the Planning Commission for additional resources once the movement of adult literacy developes in rural areas out of the willing support of the village community.

2. The Ministry of Education forwarded the recommendations of the Hyderabad Conference to Education Secretaries/Development Commissioners of all States Union Territories with the request to intimate the steps taken by the State Governments in implementing the recommendations on adult literacy. The Ministry of CDPR&C also requested the Development Commissioners to give their fullest support to the progromme,

3. In response to the above, the Government of Rajasthan have replied that they have implemented the recommendations of the Hyderabad Conference except giving honorarium of Rs. 10 to Rs. 15 per month to teachers. They have felt that if the programme when taken up on a mass scale, the amount involved in the honorarium would be so large that it was beyond the resources of the State Government or Panchayat Samitis. The Punjab Government have supported the scheme. The Ministry of Education has received replies from Governments of Gujarat Mysore, Orissa, Maharashtra, Kerala, J&K and Himachal Pradesh. Gujarat has stated that in view of the population in the age group 14 to 50 being too vast to be tackled, it would be desireable to cover the age group 14 to 30 in the first instance. Mysore and Orissa have stated that they are collecting information. Maharastra has stated that they have launched a programme of Gram Siksha Mohim from 17th April, 1961. The scheme is in consonance with the various recommendations made at the Hyderabad Conference. This scheme has been included in the Third Five Year Plan and Rs. 50 lakhs are provided for it (Rs. 5.31 lakhs under General Education and the remaining Rs. 44 69 to be met from C.D. and Extension Services funds). It is stated that if the Government of India agrees to make additional allotement of funds outside the plan, it would be possible to speed up the programme of Gram Siksha Mohim with more vigour. The Government of Kerala have stated that they are already promoting the programme of adult literacy on the lines recommended at Hyderabad Conference. The Government of Jammu and Kashmir have stated :— "The Social Education Centres which were so far administered by the Community Development are being taken over by the Education Department. The whole Organisation is being toned up and the recommendations in regard to the promotion of adult literacy programme will be given due consideration in these Centres." The Pondicherry Administration has stated that the matter is under consideration of the Government. The Development Secretary of Nagaland has stated that the Administration has not chalked out any adult literacy programme under Educational Plan Schemes. The Himachal Pradesh Administration has stated : "Necessary funds are available with the Devlopment Department itself for Social Education purpose and in so far as the Education Department is concerned, no specific provision has been made for the literacy programme in the original Educational Development Programme of the Third Five Year Plan. The expenditure on the literacy programme is, however, being met out of the overall savings and an amount of Rs. 30,815/- was spent on the scheme during 1961-62. There is also a provision of Rs. 30,000/- in the current year's budget of Educational Development Plan for the literacy programme. It is proposed to continue such programmes during the remaining years of the Third Five Year Plan for removal of literacy in this Pradesh." No replies have been received from the remaining States.

4. The Ministry of Education have on 2nd. June, 1962 sent a questionnaire on adult literacy and education programmes to the Secretaries of all States and Union Territories with the request to supply the necessary information.

5. The programme of adult literacy has to be an integral part of social education. Many of the blocks have already developed the programme of social education to a considerable extent. Following is

a suggested minimum programme. The programme is to be developed around the felt needs of the people residing in rural areas and gradually inducing them with new needs by additional activities of social education.

6. The Minimum programme of social education should include :—

(a) *Citizenship education including*

—Concept of citizenship
—Importance of citizenship in democracy
—Panchayati Raj organisations as local self-governing units
—Panchayat and its responsibility
—Panchayat Samitis and its responsibility
—Zila Parishad and its responsibility
—Functional sub-committee and the associate organisations and their role
—Gram Sabha and its role
—Three basic institutions of rural life Panchayat, Co-operative and the school
—School and community relations
—Introduction to the Government set up at the state level
—Introduction to the Government set up at the central level
—Duties and rights of citizenship-respect for law and order
—Election, the vote and what it means
—Responsibility of other social groups and organisations towards national integration
—Education for health and hygiene
—Education for parenthood
—Importance of family planning
—Education for work life
—Principles and practice of cooperation

(b) Adult literacy, libraries and reading rooms (including Reading, Writing and Arithmetic, practical Arithmetic, History, Geography, everyday Science and practical knowledge).

(i) *Adult literacy classes*

15 classes for men
10 classes for women } per block.

(ii) 10 libraries and reading rooms per block. This programme should be considered as an integral part of the literacy programme.

(c) *Youth organisations*

There should be at least 11 youth organisations per block, one in each of the Gram Sevak Circle and one to be run by SEO as a pilot project.

(d) *Women's organisations*

There should be 10 Mahila Mandals per block to be promoted with the help of Gram Lakshmis and Gram Kakis by Gram Sevaks and Mukhya Sevikas. The activities should include recreational and cultural programme, occupational interest, adult literacy, citizenship education, mother's education including family planning, maternity and child welfare.

(e) *Leadership training*

The block should organise training programme in leadership for the following :

Youth leaders and workers

Associate women workers (Gram Lakshmis and Gram Kakis)

Panchayat Pradhana and Panches

Gram Sahayaks.

This is already being done and the blocks should be requested to intensify the programme of training for leadership.

7. The Conference may review the progress made in each State in the promotion of adult literacy and education programme in community development blocks with special regard to :

(a) securing cooperation from the village communities in terms of accomodation, kerosene and for providing groups of villagers to attend literacy classes ;

(b) cooperation of the village school and its teachers in running the literacy classes ;

(c) arrangements made for supply of literature for neoliterates ;

(d) the administrative and organisational arrangements necessary for implementing the programme ;

(e) preparation of the plan for literacy programme in rural areas and including it in the Annual Plans for discussions with Planning Commission ;

(f) the minimum programme of social education and to make recommendations with regard to the above.

Agenda Item No. 7: HEALTH

Item No. 7 (a) Rural Water Supply.

The provision of safe drinking water to our rural population has been accepted as a matter of policy, but the goal of at least one source of potable water in every village has got to be reached. Funds for rural water supply have been available under the following programmes :—

(a) *The National Water Supply & Sanitation Programme*—under the Health Ministry. This includes the more complicated types of rural water supply schemes involving engineering skill, pumping machinery and pipe work. 50 percent of the cost of approved schemes under the Programme is given as grant-in-aid by the Central Government, the remaining 50 percent being found partly as contribution by the villagers benefited.

(b) *The Community Development Programme*—includes the simpler rural water supply works taken up in the Blocks from the Block budget supplemented by local contribution.

(c) *The Local Development Works Programme*—is administered by the Planning Commission. A part of the funds was utilised on rural water supply in areas outside the C. D. Blocks. Today the major portion of the funds is used on water supply schemes.

(d) *The Programme for the welfare of Backward Classes*—provides special funds for water supply facilities to Scheduled Castes, Scheduled Tribes and ex-criminal tribes operating specially in areas where these groups are concentrated.

2. The progress made under these different programmes is indicated below :—

	N.W.S.S. Programme		C.D. Programme		L.D. Works		Welfare of B.C. Programme	
	Expdr. incurred	Physical achievement	Expdr. incurred	Physical achievement	Expdr. incurred	Physical achievement	Expdr. incurred	Physical achievement
I Plan	Rs. 5.6 crores	About 15,000 villages under both plans	Rs. 4.5 crores	1,07,000 wells (old and new)	Rs. 7.25 crores	29,650 wells (old and new)	—	—
II Plan	Rs. 18 crores		Rs. 11.5 crores	4,53,000 wells	Rs. 13 crores	1,02,050 wells	Rs. 3 crores	20,000 wells (old and new)
III Plan	Rs. 16 crores		Rs. 13 crores		Rs. 35 crores		Rs. 3 crores	

N. B. 1. For details please see National Water Supply & Sanitation Committee's Report.

2. The number of drinking water wells constructed in the Block areas is 2,47,000 and renovated 3,46,000 upto December, 1961.

3. It is estimated that roughly 15 millions of rural population would have been benefited under the National water Supply and Sanitation Programme during the first two Plans, covering some 15,000 villages. Under the other programmes, there is no definite data available regarding the number of villages and the population covered, apart from the total number of new and renovated wells indicated above.

4. Excepting the States of Maharashtra, Rajasthan, Madhya Pradesh and West Bengal, the water problem as a hole has not been surveyed or investigated and no forecasts are available in regard to the quantum of work yet to be done, the number of villages which are yet to be provided with a minimum quantity of safe water supply and the rough cost of the work yet to be accompalished. The Fourth Conferance of Public Health Engineers placed this forecast at roughly Rs. 300 crores. The Planning Commission had assessed the cost at a total of Rs. 200 crores. It is expected that the provision of Rs. 67 crores for rural water supply under all programmes together with the villagers' contributions may constitute a total workload of about Rs. 100 crores during the Third Plan period. As no correct assessment is obtainable of the number of villages still remaining without safe water supply available within a reasonable and convenient distance, it is not possible to accurately estimate the requirement of funds. All the same, the present position is not wholly satisfactory in several cases. It is necessary that an assurance be given that money shall not be a limiting factor in regard to provision of atleast one source of potable drinking water in each village.

5. The following plan of action may be considered by the Conferance :—

(i) An overall assessment of the problem should firts be carried out from the Block upwards and than planning should be done District-wise and Block-wise. What should be considered as a reasonable minimum requirement of a village should be defined. It is suggested that an ordinary well or a hand-pump/tube-well should be considered a suitable minimum.

(ii) A single agency at the State level should be responsible for drinking water supply irrespective of the number of Ministries/Departments providing funds or administering the programmes.

(iii) All resources under the different programmes should be placed together and allocated for execution through Panchayat Samitis.

(iv) There should be a technical agency which can service and supervise the technical aspect of the programme and give guidance to Panchayat Samitis in charge of the field Programme.

(v) Funds should be allowed for improvement to wells only when all villages have been provided with atleast one well each.

(vi) For areas where cost of wells exceeds Rs. 5,000 special schemes with lower people's contribution should be undertaken.

(vii) Maintenance of completed schemes should receive special importance and attention ; the physical responsibility therefor to be shouldered exclusively by the local Panchayat Smitis.

(viii) Annual plans should be drawn up on the above basis embodying steps needed to achieve the III Plan objective of providing a well for each village.

Item No. 7 (b) Family Planning.

I. *Introduction :*

The rapid increase in population (225 million in 1901 and 438 million in 1961 with an annual increase of about 2.12 percent) seriously threatens the achievement of the national objective of providing the masses of the Indian people the opportunity to lead a good life. Accordingly, the Planning Commission has emphasised that "the objective of stabilising the growth of population over a reasonable period must be at the very centre of planned development. Therefore the greatest stress has to be placed in the Third and subsequent five-year plans on the programme of family planning. About 27 studies on family planning attitudes carried out in and around Delhi, Calcutta, Patna, Lucknow, Kanpur, Ludhiana, Hyderabad, Madras, Bangalore and Trivandrum show that 70 per cent of the population are in favour of limiting the number of children : most of them favour spacing of children at an interval of 3-4 years. A similar response to accept the programme is evident in several rural areas.

2. The programme is reaching the rural areas also. Out of 4,299 family planning service centres in the country 3,144 are in rural areas. Reports of sterilization camps show that appreciable number of cases are from rural areas. The orientation camps held in rural areas show enthusiastic response of the people. The number of sterilization operations in 1956 was 7,823 (male 2,333 and female 5,490). In 1961 the figures reported were 46,613 (males 33,792 and females 12,821). A report has been received from Satara that 1,400 cases were operated in a single camp of a few days duration. In fact the position is that popular enthusiasm and demand have outstripped the services available. Thus a stage has been reached when it is necessary to extend the programme rapidly, particularly with respect to provision of services.

II. *Priority :*

3. With the emergence of Panchayati Raj it is considered necessary that these bodies should be closely associated with the intensification of the programme. The Madras Government in their Panchayat Act have included two priorities, namely (i) food, and (ii) population control. It is suggested other State Governments may consider similar action.

III. *Orientation Camps :*

4. Creation of the background of acceptance and making family planning as a way of life are pre-requisites for the success of the family planning programme. Experience has shown that one of the important ways to create such a background is to give an opportunity to the people especially local leader to come together and discuss the problem. The Government of India provide a grant of Rs. 10/- per head for a three day camp. Such camps should be held in each development block by the end of the Third Five-Year Plan with participation of the workers in the Community Development Block and the members of the Panchayati Raj bodies.

5. The problem of training personnel continues to be a major factor in extending services. The State Governments may review their man power requirements and prepare proposals for increasing the number of training centres for different categories of personnel.

6. Orientation training could be given to the following categories of personnel :—

Members of Panchayati Raj institutions.

Local Leaders.

School Teachers.

Extension workers.

Moulders of public policy, planners and legislators.

All Medical and para-medical personnel including dais and sanitary inspectors already employed by the State Governments, Local Bodies and voluntary organisations.

Private medical practitioners.

Social scientists.

Instructors of training centres.

All persons under training in the medical college and medical training institutions.

IV. *Education* :

7. In order that a climate in favour of family planning is generated by such camps and they have an enduring effect, it is desirable that selected persons amongst the people attending such camps, vis., those who shows great enthusiasm and missionary spirit and are prepared to devote their time for family planning education should be indentified and a corps of Parivar Kalyan Sahayaks and Sahaikas should be developed. Such a corps should be developed from within by the local people rather than be a regimented organisations created by government.

V. *Service* :

8. It will take time before regular family planning clinics as a part of Primary Health Centres are developed throughout the country within easy reach of the people. It is therefore necessary that the services should go out of the clinics. Clinics are useful but they should be supplemented by a programme of distribution of contraceptives and free flow of supplies through local agencies. The Government of India has approved a scheme of local depot holders who can take supplies from the headquarters of the Primary Health Centre and make them available to the people in their own villages. Such local depot holders will require to be carefully selected. They can be from varied groups like village Dais, school teachers, panchayat members and extension workers. The main qualification, however, should be that the supplies from the persons should be acceptable by the people and the person has requisite background and basic knowledge of family planning education and is able to maintain the minimum record required to be kept. The village cooperatives can also undertake distribution of contraceptives.

9. In the revised pattern of family planning clinics in the Primary Health Centres and sub-centres provision has been made for male and female workers. These workers could be preferably drawn from the ranks of social education organisers, gram sevaks and gram sevikas who are mature, preferably married, 25 years or over in age, with experience of working in the block. Similarly a field worker at the sub-centre could be drawn from the category of gram sevaks and gram sevikas.

10. The staff of the family planning clinic in the rural areas has also been revised to meet the needs of the services.

11. The Government of India have approved an additional post of computor at the headquarters of the Primary Health Centre, who would see that the data is properly collected, compiled and transmitted to the district, then to the headquarters of the State. Lack of information has been a constant cause of anxiety and posting of such a person as soon as possible is considered necessary.

12. Dais can play a notable part in the family planning programme. So far they have not been used to any appreciable extent. Given training and some incentive the family planning services can be provided soon in every village in the country. The Government of India has approved the scheme of depot holders mentioned above with a honorarium of Rs. 7/- p.m. which may be an appropriate incentive.

13. The Conference may discuss the programme generally and make recommendations for further measures to make it more effective.

Item No. 7 (c) Applied Nutrition Programme

In this Ministry's letter No. 11/6/61-T. II dated 1-11-1961, details of an Applied Nutrition programme which can be implemented in all the States with assistance from UNICEF was circulated. This was also discussed in the Staff Conference of Development Commissioners held in December, 1961, at Delhi.

2. This programme was further discussed at the four Regional Seminars on Applied Nutrition Programme held at Ooty, Calcutta, Simla and Indore in May and June this year. The Draft Master Plan of Operations will be revised in the light of the discussions held at these Seminars and in consultation with the representatives of UNICEF. The State Governments will, in the light of the Master Plan of Operations draw up subsidiary Plan of Operations for their States with such modifications as are necessary to suit local conditions. The draft plan of operations when finalised by the individual States may be sent to this Ministry for examination and before final agreement is signed by the Ministry of Health on behalf of the Government of India with the UNICEF/FAO. If necessary, further discussions on the State Plan of operations will be held with the Governments by representatives of this Ministry and UNICEF before the Subsidiary Plan is signed. For the successfull working of th eschemes, it is necessary that the State Governments complete action on following aspects of the scheme :—

(i) The scheme consists essentially of coordinated intensive programme concerning Pisciculture, Horticulture and Poultry. The necessary financial provision for these items can be found

by diversion for existing Plan Schemes. Suitable suggestions have also been made in this regard to all State Governments vide letter No. 29/16/62-T III dated 19-6-1962. The details would have to be worked out well in time and clearly indicated in the Annual Plans for 63-64.

(ii) It is necessary that adequate supervision and guidance is available at all levels for the proper implementation of the programme. This Ministry has already suggested to the State Governments for setting up of Coordination Committees at the State level consisting of the representatives of the concerned departments with the Department of Community Development being incharge of the programme. It is presumed that such coordination committees are being set up by the various State Governments. It will be necessary that a suitable organisational set up is worked out at State and lower levels for planning and executing the programme so that the responsibilities of each individual officer/department are clearly demarcated.

(iii) An Officer may be designated at the State Level to be in administrative charge of the programme.

(iv) It is also necessary to ensure that for proper technical guidance, experts in the various fields are available. The State Governments may also examine the availability of suitable technical persons for guiding the programme and the need for additional experts, if any. This Ministry will consider the necessity of foreign experts for the programme on the basis of the demands received from various States.

(v) It is necessary for the proper implementation of the scheme that each State works out a detailed time-table of operations for advance planning and execution of the programme.

3. The Conference may review the progress of action taken in this regard in various States.

AGENDA ITEM NO. 8 : TRIBAL DEVELOPMENT BLOCKS

(Note prepared by Ministry of Home Affairs and Ministry of Community Development, Panchayati Raj and Cooperation)

1. *Progress in starting the Tribal Development Blocks allotted to various States/Union Territories.*

43 Special Multi-purpose Tribal Blocks were started during the Second Five-Year Plan. Most of them have entered Stage II now.

In the Third Five Year Plan, it is proposed to start 330 Tribal Development Blocks. The allotment of T. D. Blocks to the different States/Union Territories has been made as in Annexure I. The phasing of the total number of T. D. Blocks allotted to each State in each successive year is 10%, 10%, 20% 25% and 35%. It will be recalled that the delimitation of areas which will be constituted into T. D. Blocks and fixing of priority in the opening of each Tribal Development Blocks has been left to State Government (vide Ministry of Home Affairs' letter of 11th December, 1961).

35 Blocks were allotted to the different States/Union Territories during 1961-62 ; but only 27 Blocks could start in that year. In the current year i.e. 1962-63, 36 Tribal Development Blocks are to be started (vide Annexure II). The position has been discussed in November/December last year at the time of Working Group discussions. The State Governments may indicate how many Blocks have been started this year till now. In the case of Madhya Pradesh and Rajasthan, it may also be clarified by the State Government whether they will make up for the back-log from last year. It had been indicated *inter alia* that T. D. Stage I should start towards the end of C. D. Stage I (vide paragraph 2(v) of the Ministry of Home Affairs letter No. 25/6/60-SCT.III(B), dated the 27th May, 1961). The Conference may review how far this has been implemented.

2. *Difficulties, if any, being experienced by the State Governments/Union Territories/Administrations in starting Tribal Development Blocks according to the number allotted for each year.*

Primarily, it is for the State Governments to indicate what their difficulties are. However, difficulties would probably result from ;

(a) late communication of sanction of individual blocks ;

(b) absence of provision in the State budget ;

(c) non-availability of suitable personnel ;

(d) probable expectation of allotment of a larger number of Tribal Development Blocks i.e. the State Government may be under the impression that they will get more blocks and may have held up action on the ground that it would be better to plan for the total number finally allotted ;

(e) absence of a suitable place to serve as Headquarters of the Block and non-availability of buildings, lack of communications etc. ;

(f) lack of response from the tribal population of the prospective areas.

The Conference may discuss how far each of these have stood in the way of the opening of the Blocks on schedule.

3. *Training facilities for the staff to be employed in the Tribal Development blocks with particular reference to Gramsevaks and Gramsevikas.*

The Ministry of Community Development, Panchayati Raj and Cooperation have addressed the State Governments (in consultation with the Ministry of Home Affairs) that they should make arrangements for giving tribal orientation training to Gramsevaks and Gramsevikas to be posted to tribal areas. The suggestion was that one Home Science Wing and one Extension training centre situated in tribal areas should be earmarked for this purpose. Ultimately, orientation will form part of the job-training ; but as a beginning, at least orientation-training would have to be arranged.

The Conference may review the action taken in this regard. It may like to emphasise the necessity for completing all preliminary arrangements within a couple of months by which time the syllabus to be drawn by the Syllabus Committee would be available.

4. *Progress made in providing special incentives to staff to be posted in Tribal Development Blocks.*

It has often been emphasised that special incentives by way of special pay, free housing etc. should be given to staff posted in the Tribal areas so as to attract competent persons to serve in this area. This will also compensate those who have to maintain two establishments. Generally it could be taken that those who are posted at the Headquarters of a District, have fairly good amenities available. At annexure (C) are given references to the recommendations made by different bodies on this subject.

5. *Progress in the appointment of tribals on the staff of T. D. Blocks.*

It would be desirable to have as many tribals as possible on the staff of T. D. Blocks because not only would their knowledge of tribal languages and local conditions help, but this would also facilitate the co-operation and participation of the tribals in the programme. The Study Team on the Social Welfare and Welfare of Backward Classes (Renuka Ray Team) had recommended that the services of suitable trible candidates should be utilised to the maximum possible extent, giving preference to the tribal candidates and relaxing educational qualifications wherever permissible for the next 5 years.

The Committee on Special Multipurpose Tribal Blocks have observed that the position regarding the appointment of tribals on the Blocks staff is very unsatisfactory and the problem requires greater attention. They have suggested improved methods of recruitment, special facilities to tribal candidates to attend interviews and greater publicity to the availability of vacancies. (Chapter Four, pages 33-34).

ANNEXURE I

(Enclosure to Agenda Item No. 8)

List showing the number of tribal development Blocks allotted to various States/Union territories

State/Union Territory	No. of Blocks allotted
1. Andhra Pradesh	16
2. Assam	37
3. Bihar	49
4. Gujarat	41
5. Kerala	2
6. Madhya Pradesh	71
7. Madras	2
8. Maharashtra	18
9. Orissa	60
10. Punjab	2
11. Rajasthan	13
12. Himachal Pradesh	2
13. Manipur	7
14. Tripura	4
Total :	324

Note : Out of six blocks yet two be allotted, two have been earmarked for Dadra and Nagar Haveli and two for Nagaland.

ANNEXURE II

(Enclosure to Agenda Item No. 8)

Statement showing the progress of starting the tribal Development Blocks allotted to various States/Union Territories during 1961-62.

State/Union Territory	Number of Blocks allotted for 1961-62	Number of Blocks actually started before the end of 1961-62
1. Andhra Pradesh	2	2
2. Assam	4	4
3. Bihar	5	5
4. Gujarat	4	4
5. Kerala	1	—
6. Madhya Pradesh	6	—
7. Maharashtra	2	2
8. Orissa	6	6
9. Punjab	1	1
10. Rajasthan	1	—
11. Himachal Pradesh	1	1
12. Manipur	1	1
13. Tripura	1	1
Total :	35	27

ANNEXURE III

(Enclosure to Agenda Item No. 8)

Name of the publications	*Reference*
Report of the Commissioner for Scheduled Castes and Scheduled Tribes for the year 1957-58	Chapter VIII paragraph 8.
Report of the Committee on Special multi-purpose Tribal Blocks (Elwin Committee)	Chapter IV. pages 37-38.
Study Team on Special Welfare and the Welfare of Backward Classes (Renuka Ray Team)	Part III Chapter II paragraph 40.
Report of the Scheduled Areas and Scheduled Tribes Commission.	
(They have, however, not recommended any extra pay on the ground that the question of extra pay will limit the number of Tribal Development Blocks and would affect to extension of the programme on a large scale).	Paragraph 15.42.

Agenda Item No. 9—PANCHAYATI RAJ

Item No. 9 (a) (i) Ten Point Test—Review

The Conference of State Ministers of Panchayati Raj held in Hyderabad in July, 1961 prescribed a Ten Point Test by which every tier in the system of Panchayati Raj could satisfy itself about the discharge of its responsibilities and made detailed suggestions for the fulfilment of the various items constituting the tests to assist the workers in measuring the success of Panchayati Raj in relation to its primary objectives. The Ministry prepared a brochure on the Ten Point Test and forwarded copies to the State Governments with the request to arrange for the translation of the brochure into their respective languages and for the distribution of copies to all Panchayats, Panchayat Semitis and Zila Parishads. This Ministry also offered financial assistance upto 50 per cent of the cost of translation and the cost of production of copies in the regional language.

The Government of Uttar Pradesh had brought out an illustrated folder in Hindi on the Ten Point Test. Two copies each of this folder along with its English translation were circulated to the various State Governments with the request that they may consider the desirability of bringing out similar folders in the regional languages for popularising the Ten Point Test in the rural areas.

The Government of Punjab have printed and distributed the brochure on Ten Point Test in Punjabi among the Panchayati Raj institutions. The brochure has been translated into Hindi and circulated in Madhya Pradesh. Governments of Maharashtra and Bihar have taken up the translation of the brochure. No information is available with regard to the rest of the States.

The State Governments had also been requested to have the brochure discussed at the State Level both in the Secretariat as well as among the Heads of Development Departments so that effective measures may be taken to provide the necessary administrative and technical support and guidance to the Panchayati Raj institutions to fulfil the objectives enunciated. It was also suggested that all the Panchayati Raj institutions may be requested to discuss the brochure in detail so that they may fully comprehend their responsibilities and the objectives for which they should strive.

3. The Conference may review the action taken with regard to the translation and distribution of the brochure on the ten-point-test, the preparation of an illustrated folder on the subject and the steps taken to have the brochure discussed at the State level as well as by the Panchayati Raj institutions.

Item No. 9 (a) (ii) Demarcation of jurisdiction of urban and rural local bodies for integrated development

With the gradual coverage of the entire country by C.D. blocks and the adoption by all the States of the Panchayati Raj system, the question of developing the urban and rural areas in an integrated manner is assuming greater importance. In the context of the integrated

development of the country, the urban and the rural sectors are intimately connected. While, from its inception, the Community Development programme has been confined mainly to the rural areas, for the last few years, a programme of urban Community Development has been in operation in Delhi and Jamshedpur. The Ministry of Health, who deal with urban local bodies, have been devoting some thought to the expansion of the programme and have appointed a Working Group to suggest the contents of the urban C.D. programme to be introduced in some of the other major cities, on a pilot basis. The report of working Group is now under the consideration of the Ministry of Health and the Planning Commission.

2. While the proposed expansion in coverage of the urban programme is to be welcomed, if the developmental plans of the urban and rural areas are to be really complementary and integrated, there has to be effective coordination between the activities of the urban and the rural local bodies. The need for such coordination will be more keenly felt with the introduction of Panchayati Raj and the progressive dispersal and decentralisation of authority for planning and implementation of developmental programmes.

3. For devising a system which permits effective and continuous coordination, it is essential that the urban areas should be properly defined and demarcated. Based on the experience gained in the working of Panchayats and the present constitution of urban local bodies in the different States, it is suggested that local bodies in the rural and urban areas may be constituted on the following lines :

Rural areas :

(i) A Village Panchayat may be constituted for a population not exceeding 5000, subject to cansiderations of geographical, social and economic viability.

(ii) A Nagar Panchayat may be constituted for population between 5000 and 30,000. These may be divided into two categories : a class I Nagar Panchayat may be constituted for a population of 15,000 or above, with revenues of the order of Rs. 15,000 per annum. Such a Panchayat would require well organised services and administrative support. A class II Nagar Panchayat may be constituted for areas with a population ranging between 5,000 and 15,000. For such Panchayats, while an elaborate administrative machinery may not be required, awhole-time ExecutiveOfficer may have to be provided.

Rural-cum-urban areas :

(iii) A special Panchayat may be constituted for specified territorial limits irrespective of population and area like those coming under Notified Area Committee Town Committee, Township (Industrial and Railway) Committee, Sanitary Committee, etc. Such Special Panchayats are required for the development of specified areas which have certain characteristic features.

(iv) Cantonments.

Urban areas :

(v) Muncipalities and Corporations for population above 30,000.

4. In the Panchayati Raj legislation now in force in the various states, there is considerable variation in the representation provided for the urban local bodies in the Panchayati Raj institutions. The present position is given in Annexure A. In the interests of better coordination between the urban and rural local bodies. the existing arrangements require rationalisation and, as far as possible, a uniform system may be followed by all the States. Of the local bodies indicated in paragraph 3 above, the Village Panchayats and Nagar Panchayats of Class I and Class II may be given representation on the Panchayat Samitis. The Municipalities with a population of less than a lakh, the Cantonments and Special Panchayats may be given representation directly on the Zila Parishads. As the problems of such local bodies will be distinct from those of the rural areas in the Blocks, provision of any representation to these bodies on the Panchayat Samitis does not seem to be necessary. Their representation on the Zila Parishads, however, will ensure that the district developmental plans will be integrated and will reflect the potentialities and the requirements of the rural as well as the urban sectors.

5. All these questions are under the consideration of the Government of India and it is also proposed to refer the various issues to a high level study team for a comprehensive study. The Conference may generally discuss the problem and may offer their views, among others, on the following :

(a) The proposals for the demarcation of urban and the rural areas contained in paragraph 3.

and (b) The nature of the link that should be provided between the urban local bodies and the Panchayati Raj institutions.

ANNEXURE "A"

[*Enclosure to Agenda Item 9(a) (ii)*]

Statement showing representation of urban bodies in Panchayati Raj institutions

Name of State	Panchayat	Panchayat Samiti	Zila Parishad	Remarks
1	2	3	4	5
1. Andhra Pradesh	—	Presidents of Town Committees in the area.	—	"Town Committee" means the Committee of a town municipality constituted under the Hyderabad District Municipalities Act, 1956. Towns with a population of more than 5,000 and less than 15,000 are declared to be Town Municipalities.
2. Assam	—	—	Chairmen of Municipalities and Town Committees.	—
3. Bihar	—	Chairmen of Municipalities & Vice-Chairmen of Notified Area Committees.	Three persons elected by an electoral college consisting of Commissioners of Municipalities & Notified Area Committees.	—

1	2	3	4	5
4. Gujarat	—	Presidents of all Municipalities situated within the Taluka as associate members.	Presidents of all Municipalities situated within the District as associate members.	—
5. Jammu & Kashmir	—	—	—	—
6. Kerala	—	—	—	—
7. Madhya Pradesh	—	1 Councillor representing each Municipality, corporation or Council or Notified Area Committee in the Block, elected by the Councillors of such body from amongst themselves.	—	"Notified Area Committee" : The State Govt. may declare that with respect to some or all of the matters upon which a municipal fund may be expended under the C. P. & Berar Municipalities Act, improved arrangements are required within a specified area, which, nevertheless, it is not expedient to constitute as a Municipality. No. area shall be made a Notified Area if it contains a population of more than 10,000 or unless it contains a "town" or bazar and is not a purely agricultural village.
8. Madras	—	—	Chairmen of Municipal Councils.	—
9. Maharashtra	—	—	—	—
10. Mysore	—	—	—	—

11. Orissa	—	Chairmen of the Municipalities & Notified Area Councils with a population not exceeding twenty thousand.	Chairmen of each of the Municipalities and Notified Area Councils with a population of more than twenty thousand.	—
12. Punjab	—	—	—	In Punjab also Notified Areas are constituted under the Punjab Municipal Act, 1911. Their definition is the same as in the case of Madhya Pradesh.
13. Rajasthan	—	—	—	—
14. Uttar Pradesh	—	Chairmen of Town Area & Notified Area Committees.	Presidents of Municipal Boards	—
15. West Bengal	—	—	—	—
16. Delhi	—	—	Local Municipal Councillors. The Zonal Officer of the Corporation shall be a special invitee.	—
17. Himachal Pradesh	—	—	One member returned by each Municipal Committee & Notified Area Committee of the Tehsil.	—
18. Tripura & Manipura	—	—	—	—
19. Andaman & Nicobar Islands	—	—	—	—

Item No. 9(a) (iii) Panchayati Raj Institutions and the Welfare of Backward Classes :

1. The Community Development Programme, as the name implies, should be a programme that benefits all the sections of the community specially the more backward. This is all the more important in rural areas. While the stress on agricultural production and self-reliance must remain important objectives it is necessary to ensure that the weaker sections of the community derive their due share of the benefits from the Community Development Programme.

2. This problem was considered by the Srinagar Conference held in June, 1960, which recommended, among others, that a sub-committee should be formed at the block level with a majority of members mainly from the weaker sections for preparing plans for the welfare services of communities such as the Scheduled Castes, Scheduled Tribes and other Backward Classes. The Conference felt that the formation of such committees would provide additional assurance to these sections besides giving special attention to their needs. The Conference also recommended that certain specific items intimately concerning the disabilities of the Scheduled Castes, should be given special attention for remedial measures.

3. The Sixth Conference of the Central Council of L.S.G. held in November, 1960, Bangalore, also considered this problem and reiterated the need for having a special sub-committee at the Panchayat Samiti level to look exclusively after the programme for the welfare of the weaker sections. The Conference also recommended the setting up of a study team for making a comprehensive study of the problem.

4. By the end of 1962, Panchayati Raj institutions would be functioning in 12 States in the country and within the near future, they are likely to be established in the remaining three States also. With the introduction of Panchayati Raj and the entrustment of the Community Development Programme to the P. R. bodies, these institutions become directly responsible for looking after the welfare of the weaker sections. Unless adequate safeguards are provided and constant supervision and guidance are made available to the Panchayati Raj bodies, there is a danger that the stronger and more influential sections of the community may appropriate a lion's share of the benefits. With this end in view, special representation for the weaker sections has been statutorily provided in all the States at the Panchayat, Samiti and Parishad levels. Special sub-committees at the Panchayat Samiti level have also been established in Assam, Bihar, Gujarat, Madhya Pradesh and Mysore to look after exclusively the welfare of the weaker sections.

5. In December, 1960, the Ministry set up a study group on the welfare of the weaker sections of the village community under the chairmanship of J. P. Narayan. The Study Group-report was submitted in October, 1961, its copies have been supplied to the State Governments. Some of the salient recommendations of Report were also discussed in the Staff Conference of Development Commissioners held in December, 1961, at Delhi. The Ministry has examined the recommendations relating to the Community Development Programme and on the 12th February, 1962, issued a letter (appended) indicating the lines on which the various activities under the C.D. Programme can be oriented to benefit the weaker sections.

6. The Panchayati Raj institutions have to function, while implementing developmental programmes, in close collaboration with varous associate organisations at village level and above. At the village level, the youth and womens organisations are the most important among the associate organisations. The youth organisations, consisting as they do of a section of the population which is yet free from social taboos and prejudices unlike the earlier generations, are best fitted to play a vital role in lending a helping hand to weaker sections. They will also be of considerable help to Panchayati Raj institutions in discharging their responsibilities towards weaker sections.

7. In addition, it should be the responsibility of the District and Block administration to see that the funds earmarked for the welfare of the backward classes both in block and departmental budgets are properly utilised. It should be the duty, of the State Welfare Department, to prepare detailed reports on the prevailing conditions of the backward classes for action by Panchayati Raj bodies. The Zila Parishad and especially the District Committee for the welfare of Scheduled Castes and other Backward Classes should review from time to time the progress obtained both economical and social, and utilise its pressure on the block samitis for taking more effective measure. Only with the combined and conscious efforts of all concerned the Panchayati Raj institutions will be helped to promote effectively the welfare of the less fortunate.

8. In the final analysis the problem of the welfare of the backward classes specially of the Scheduled Castes is primarily the problem of creating the necessary climate for social and economic justice. It should be the primary responsibility of the Panchayati Raj institutions to exercise constant vigilance in this regard.

9. The Conference may, therefore :—

(a) review the progress in the establishment of special committees at the Panchayat Samiti and Parishad level for looking after the weaker sections and also the performance of such committees where they have already been set up ;

(b) consider the suggestions made in the Ministry's letter of the 12th February for giving the activities under the Community Development Programme a bias in favour of the weaker sections ;

(c) consider the role of the associate organisations and particularly the youth organisations in enabling the Panchayati Raj institutions to discharge their responsibilities towards the weaker sections ;

(d) suggest measures necessary for supervision and guidance to the Panchayati Raj bodies, and the official machinery concerned with the execution of the programme ; and

(e) suggest any other measures necessary to bring the weaker sections into better focus of the Community Development **Programme.**

APPENDIX

[*Enclosure to Agenda Item No. 9 (a) (iii)*]

No. 15 (1) (1)/62-Prg.

GOVERNMENT OF INDIA
MINISTRY OF COMMUNITY DEVELOPMENT AND COOPERATION
(DEPARTMENT OF COMMUNITY DEVELOPMENT)

New Delhi, the 12th February, 1962.

From :

Shri P.V.R. Rao,
Addl. Secretary to the Government of India.

To

The Secretaries in-charge of Community Development Department, All State Govts./Union Territories.

Subject :—Report of the Study Group on the Welfare of the Weaker Sections of the Village Community, 1961 :

Sir,

Copies of the Report of the Study Group on the Welfare of the Weaker Sections of the Village Community have been already circulated to you. It was also discussed briefly at the last Staff Conference of Development Commissioners in December, 1961. The Planning Commission are processing the main Report as several of its recommendations have wider implications. Within the C.D. Programme itself, two recommendations of the Study Group are basic. First, the funds under Grants and Loans in the C.D. Budget should, as a rule, be devoted only to schemes involving community participation, specially benefiting the weaker sections. Where the nature of the scheme is such that only individual assistance could be given, it should be given to members of the weaker sections on the basis of a means test. Second, the Panchayati Raj institutions should assume responsibility for preparing and executing schemes designed to secure (a) employment opportunities to the weaker sections, (b) the minimum essential requirements of the weaker sections by way of social services and welfare.

2. Based on the above recommendations this Ministry has examined how far the various aspects of the programmes financed principally out of the Community Development budget could be suitably oriented to meet the needs of the weaker sections. I attach a note indicating possible lines of fruitful action, and shall be grateful if you will kindly examine them and proceed to implement them with such changes and modifications as may be needed to suit local conditions.

3. I shall be glad to have an indication of the instructions which you might issue and also your views on these suggestions. I will also be glad if you could let me have any further suggestions in this regard.

Yours faithfully,

Sd/—

(P.V.R. Rao)

ADDITIONAL SECRETARY TO THE GOVT. OF INDIA.

Welfare of the Weaker Sections-Suggested lines of action :

Agriculture :

(a) Demonstrations should as a rule be laid in small farmers fields.

(b) Special care should be taken to include small farmers, share croppers and tenants in the drawing up of village agricultural production plans.

(c) In the Gram Sahayaks Camps, small farmers should constitute a suitable percentage.

(d) Labour intensive schemes like soil conservation, development of minor irrigation sources, etc. should form an essential part of the agricultural programmes, as they would provide employment opportunities to the weaker sections.

(e) Small cultivators should be encouraged to take up horticulture and vegetable cultivation in their home-stead lands.

Animal Husbandry :

In programmes of piggery, fisheries and poultry, special assistance should be provided to the weaker sections. In the training of persons in poultry-keeping, an appropriate percentage of trainees should be from the weaker sections.

In drawing up intensive development schemes for development of poultry, fisheries, piggery, sheep, etc., care should be taken to see that the weaker sections are the focus of the programme.

Loans :

(a) A substantial portion of the loan amount should be earmarked for such public works as would create productive assets for the panchayats and also provide employment opportunities to the weaker sections.

(b) Terms and conditions for the grant of loans to the weaker sections should be liberalised. They should be given on terms similar to those granted to small artisans under the State Aid to Industries, Act. Small farmers, who may be defined as owning under 2½ acres of irrigated or 5 acres of un-irrigated land should be given a loan on personal bonds to cover the full requirements of production plans as approved by the panchayats and cooperatives. A suitable maximum say not exceeding Rs. 500/-per farmer may be fixed in this regard. Such credit should be linked preferably to the marketing of agricultural produce through the marketing societies, as this will enable the cultivator to get a fair price for the produce and also ensure timely repayment of the credit advanced.

Health and Rural Sanitation :

(a) First priority should be given to schemes for providing drinking water.

(b) No land or cash contribution should be asked from the members of the weaker sections. They may be asked to contribute only in the form of reasonable sharamdan; the village community as a whole making up the other contributions needed for such programme.

Education :

(a) While a definite drive should be made to enrol all children of the weaker sections in the schools, a portion of the budget could be used to assist these children in purchase of books, etc.

(b) Adult literacy centres should ensure a substantial member from the weaker sections. This is a field in which voluntary agencies should be invited to play a prominent part.

Communications :

In developing communications the outlaying hamlets in villages with members of the weaker sections should receive due priority in respect of link roads, constructions of culverts etc.

Rural Arts & Crafts :

All programmes of rural industries should be worked out with a view to benefit the small artisan. This would require training of the weaker sections in the local crafts, providing technical assistance, loans, etc. and marketing their produce locally. The Panchayat institutions and cooperatives should endeavour to make their purchases from products made locally, and thus help the rural artisans to find a market.

Women & Children :

In the Youth Programmes and organisation of Mahila Mandals, a drive should be made to include a large number of people from weaker sections. The programmes of these organisations should be oriented to suit the interests and requirements of the members of the weaker sections.

Item No. 9 (b)—Report of the Study Team on Nyaya Panchayats

In pursuance of the recommendations made by the Law Commission in its 14th report on Panchayat Courts the Ministry of Law appointed in October 1960 a Study Team under the Chairmanship of Shri G. R. Rajagopaul (Special Secretary, Ministry of Law and Member, Law Commission) and with Shri L. M Nadkarni (Joint Secretary, Ministry of Home Affairs) and Shri A. Prakash (Commissioner for Panchayati Raj, Ministry of C. D. P. R. & C) as members to make a comprehensive study of the functioning of the Nyaya Panchayats in the various States and to make recommendations regarding their constitution, jurisdiction, powers, etc. The Team after interviewing a large number of officials and non-officials and making on-the-spot studies in all the 15 States and in the Union Territories of Delhi and Himachal Pradesh, submitted its report in April 1962. Copies of the report have been laid on the Table of both the Houses of Parliament and have also been supplied to all the State Governments and Union Territories, Development Commissioners, and others concerned.

2. The report begins with a brief historical account of the institution of Nyaya Panchayats in India and a study of the analogous institutions functioning in other countries of the world. The Team observes that Nyaya Panchayats are of respectable antiquity and that in view of their success in the past, reviving and moulding them on the

right lines will be a welcome step in making law and the administration of justice reflect the spirit of the people. The introduction of Panchayati Raj has resulted in a general awakening of the rural people and the Team has no doubt that given proper guidance the Nyaya Panchayats can work successfully like other Panchayat institutions. Although some of the criticisms against the Nyaya Panchayats may be justified, the Team feels confident that suitable safeguards can be provided to obviate any shortcomings. A significant finding of the Team is that "Nyaya Panchayats, wherever they are in existence, are serving a real felt need of the villages by disposing off cases more expeditiously and with minimum of incovenience and expenses to parties."

3. The Study Team has made detailed recommendations regarding the constitution of Nyaya Panchayats, representation on them of the weaker sections of the community, qualifications for and training of the members, jurisdiction and procedure, conciliation, office assistance, arrangements for supervision and control, etc. A model Nyaya Panchayats Bill, incorporating the recommendations made by the Study Team is also appended to the report. Some of the salient recommendations of the Study Team are given in Annexure 'A'.

4. It has been decided that the Ministry of Community Development, Panchayati Raj & Cooperation, should be responsible at the Centre for the processing and ensuring the implementation of the Study Team's recommendations.

5. As the Report was sent to the State Government only recently it is appreciated that the Development Commissioners may not be in a position to offer their detailed comments on the recommendations. However, a broad indication of their views on the main recommendations of the Study Team will be helpful in taking further action on the Report.

ANNEXURE 'A'

[*Enclosure to Agenda Item 9 (b)*]

Salient recommendations of the Study Team on Nyaya Panchayats

1. The vesting of judicial functions in Gram Panchayats charged with executive functions is neither necessary nor desirable, and the principle of separation of the executive from the judiciary should hold good at the village level also.* (5)

2. To avoid the baneful effects of factions, unhealthy rivalries, etc., a Nyaya Panchayat may be set up for a group of villages. It may be constituted by a method of indirect election, by the Gram Panchayats situated in the Nyaya Panchayat circle. (6)

3. For providing continuity, the terms of office of Nyaya Panchayats should be staggered.

The Chairman of a Nyaya Panchayat should be elected indirectly by the members of that body from amongst themselves and should not be directly elected. (10 & 11)

4. In every Nyaya Panchayat, provision should be made for coopting two women if in the ordinary process of election they do not find a place therein, and of members of scheduled caste. Similarly, representation for scheduled castes is also necessary. As regards, Nyaya Panchayats among scheduled tribes, a separate study of the problem is called for. (12 & 13)

5. A minimum age of 30 years and ability to read and write the regional language fairly fluently may be prescribed as qualifications for a person to be eligible to serve as a Nyaya Panch. No property qualification is necessary. Relaxation of the minimum qualifications may be required in backward areas. (14)

6. To ensure the successful functioning of Nyaya Panchayats, it is essential that the Panches should be properly trained. A training programme based on a comprehensive but simple manual consisting of an initial training course followed by refresher courses and supplemented by radio programmes and periodical literature will serve the purpose. For getting the best results, all efforts in relation to training programmes may be made on an all India basis. (15)

7. The jurisdiction of Nyaya Panchayats should be exclusive. The civil jurisdiction may be confined to simple money and other suits (details in para 2 of Chapter IX). Criminal jurisdiction should be limited to petty matters where a punishment in the form of a fine would be adequate corrective. Nyaya Panchayat should not be given the power to award imprisonment either substantive or in default of payment of fine. (16,17, 21 & 22)

8. It is neither necessary nor desirable to confer on Nyaya Panchayats power to issue prohibitory orders or to demand security for keeping the peace or for good behaviour, etc. (23)

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* Figures in brackets correspond to the serial number of the main conclusions as listed in Chapter XV of the Report.

9. A Nyaya Panchayat should make every endeavour to bring about amicable settlement between the parties to a dispute through conciliation, before taking up a case for adjudication. There is no need for a separate conciliation body ; the method and manner of bringing about conciliation may be left to the discretion of Nyaya Panchayats according to the circumstances of each case. (26 & 27)

10. Procedure for the Nyaya Panchayats should be of a simple character. While procedural codes or the Indian Evidence Act should not be binding on the Nyaya Panchayats, their procedures should be such as will comply with the principles of national justice.

The Limitation Act may not apply to Nyaya Panchayats. A period three years in respect of civil matters and one year in respect of criminal matters may be the periods of limitation in respect of those matters within the jurisdiction of the Nyaya Panchayats. (29 & 30)

11. No legal practitioner should be allowed to appear before Nyaya Panchayats. (35)

12. Nyaya Panchayats may be provided with secretarial assistance, depending upon the workload, for discharging purely clerical and routine functions. The Secretary must ordinarily be a Matriculate and should have proper training. A separate cadre of Nyaya Panchayat Secretaries may be organised in each State and suitable avenues of promotion provided. (38 & 39)

13. Special officers or specified judicial officers may be appointed, in consultation with the High Court, wherever necessary, to supervise and guide the work of Nyaya Panchayats. (40)

14. While there should be no appeal from a decision of the Nyaya Panchayat, a revision should lie to a senior judicial officer. The revisional authority may interfere only if he is not satisfied about the correctness, legality or propriety of the decision and should not interfere if he is satisfied that substantial justice has been done. (42 & 43)

15. Provision should be made for transferring criminal cases from one Nyaya Panchayat to another or to a court. While hearing transfer petitions, courts should not summon any Nyaya Panch as a witness though they may call for a report from the Nyaya Panchayat. (44)

16. Nyaya Panches need not be paid any salary or remuneration. They should only be paid travelling and other out-of-pocket expenses.

Nyaya Panches should be accorded the status and protection due to them as members of a judicial body and should be treated as "public servants". (48 & 49)

17. The enquiry was started on the assumption that the circumstances in the various parts of the country may not be sufficiently similar as to promote a uniform system of Nyaya Panchayats whethet as to constitution or powers or other matters. While the conditions do differ from area to area and State to State, the Team observed that "The trust in democratic institutions, the desire for a simple system of cheap and effective justice untramelled by technicalities, the faith in the Panchayat institution and the determination for making it a success characterise villagers all over the country". "Such a unity of outlook is decisively conducive to a uniform system of Nyaya Panchayats all over the country and unless there are compelling circumstances rendering deviating from the recommendations necessary, the Study Team recommend the adoption of a uniform pattern of Nyaya Panchayats in all the States". (52)

AGENDA ITEM NO. 10—TRAINING PROGRAMME—A REVIEW

1. *Recruitment and Training of Block Staff* :

In this Ministry's letter No. F. 11/17.62, Trg. I, dated 19th March, 1962, the State Governments were addressed on the need for drawing up a phased programme of recruitment and training of the various block personnel so that officers are recruited and trained in time to be posted to the blocks as and when they are alloted. The need for this has been emphasised from time to time, but, however, it is found that vacancies continue to exist in large numbers in several States in the various categories and even some of the persons who are in position have not been trained. Not withstanding the latter position, it is seen that the training capacity in the training centres has not been fully utilised. A statement giving the training capacity of the several training centres and the utilisation of the training facilities during the last year is given in annexure I.

It will be seen that the utilisation of training capacity has been not full in almost all the training centres. The position in the case of Extension Officer (Industries), Mukhya-sevikas, SEOs, etc., is particularly bad.

With the proposal to cover the entire country with C. D. blocks by 1963, the need for recruitment and training of the different categories of personnel in time so that they will be in position in all the blocks is very great. Special steps to be taken in this direction may be considered.

2. *Shortage of Gram Sevaks* :

As a result of the shortage of Gram Sevaks in the States of Madhya Pradesh, Punjab and Assam, it was found difficult to allot blocks to them according to the phased programme. To overcome this difficulty of shortage of Gram Sevaks, it was agreed in consultation with the Ministry of Food & Agriculture that persons may be recruited as Gram Sevaks and given a condensed course of training of 9 months at Gram Sevaks Training Centres and then posted to the blocks. These Gram Sevaks will, after serving in the blocks for a period of 2-3 years, be again sent back to the Gram Sevaks Training Centres for undergoing the remaining period of their training. A special syllabus for the condensed course of 9 months was also drawn up, for this purpose.

As similar shortages of Gram Sevaks occur in other States also, the possibility of running condensed courses for persons recruited as Gram Sevaks may be considered. The proposals received from the State Governments in this regard will be examined in consultation with the Ministry of Food & Agriculture.

This proposal is for consideration at the Annual Conference.

3. *Training of workers in Tribal areas* :

With the proposal to start 330 Tribal Development Blocks in the country during the Third Plan period, the need for giving orientation training in tribal life and culture to the various functionaries who will

work in these blocks has been felt. This has been examined in consultation with the Ministry of Home Affairs and to begin with, a Training course of 4 months duration for BDOs, Agricultural Extension Officers, SEOs and Mukhya Sevikas working in Tribal Development Blocks has been evolved. This training programme will be run at the reorganised Tribal Orientation and Study Centre, Ranchi. The first course will commence on 10-7-62. It is proposed to start another Training Centre in Chindwara in Madhya Pradesh State for the same purpose.

4. *Panachayati Raj Training Centres* :

A total of 100 Panchayati Raj Training Centres have been allotted to the various States, to be sent up by the end of 1962-63. So far 71 Centres have been sanctioned to the various State Governments. It is seen that Panchayati Raj Training Centres have still not been set up in the States of Jammu & Kashmir, Kerala, Madras, Orissa and West Bengal.

As the pattern of assistance to Panchayati Raj Training Centres differs from the pattern of assistance given to the State Governments under the old scheme for training of members of the Block Development Committees and as this difference in the pattern of assistance also stands in the way of the establishment of Panchayati Raj Training Centres, the need for evolving a uniform pattern for both the training schemes was considered by the National Council of Study and Research in Community Development and Panchayati Raj. At its meeting held on 3-7-62, the National Council agreed to the need for uniformity in the patterns for the two schemes and recommended that the pattern of assistance for the old schemes of training of members of BDCs may be limited to what would have been admissible had the training been imparted through Panchayati Raj Training Centres.

It is, therefore, proposed to modify the scale of assistance for the old schemes of BDC Members Training to conform to the assistance povided for the PRTCs with immediate effect. However, the need for increasing the assistance for PRTs especially in the matter of recurring expenditure is under examination of the Standing Committee of the National Council.

5. *Orientation of Teacher Educators in Community Development* :

The programme of giving orientation training in Community Development to Teacher Educators of Teachers' Training Institution is under implementation and it is proposed to train at least two Instructors from each Institution by the end of the current academic year. The Principals of these Institutions are given orientation in C. D. in 3 day's Seminars. This programme is being implemented in the S. E. O. T. Cs.

In addition, the scheme provides for holding district and State level seminars for the benefit of the inspecting staff of the State Education Departments. It is necessary that there is very close participation by the C. D. staff in these seminars. It is also necessary that the Community Development staff, especially at the block level

realise the important role which the primary school teacher will have to play at the village level to make the village school a vital organ of the community. The action taken by the State Governments in this regard may be reviewed and suitable recommendations made by the Annual Conference to enable the school teacher to make the school become an organic part of the community.

6. *Other Training Schemes* :

In addition to the various programmes of training listed above, this Ministry is implementing, with the cooperation of the State Governments, several other training schemes during the Third Plan period. A statement showing the various schemes, the provision made for these schemes during the Third Plan in the central sector and during 1961-62 for such schemes and the expenditure incurred so far by the States for the implementation of these schemes is enclosed in Annexure II. It will be seen from the statement that the schemes of Study tours, Sammelans, training of Panchayat Secretaries, training reserve, etc., have not made much progress in some of the States. The Annual Conference may consider and suggest measures for speedier and effective implementation of these schemes. The Conference may also consider the difficulties, if any, in the implementation of the schemes and suggest suitable remedies.

ANNEXURE I

[*Enclosure to Agenda Item No. (10)*]

Statement showing the training capacity of the Training Centres and training capacity utilised during the year 1960-61 and 1961-62.

S. No.	Description of the Training Centre	Category of personnel to be trained	No. of Training Centres	Period of training	Present Annual Capacity	Capacity utilized 1960-61	Capacity utilized 1961-62
1	2	3	4	5	6	7	8
1.	Social Education Organisers' Training Centres (Men)	(i) SEOs Job Course	8	6 months	340	218	185
		(ii) SEOs Refresher Course	8	1½ months	340	212	163
2.	Social Education Organisers' Training Centres (Women)	(i) Mukhya Sevikas Job Course	10	10½ months	410	305	287
		(ii) Mukhya Sevikas Refresher Course	10	2 months	410	284	—
3.	Small Industries Service Institute.	Extension Officers Industries	4	4 months	1200	433	705
4.	Khadi Gramodyog Mahavidalayas	-do-	7	8 months	825	588	528
5.	Gram Sevak Training Centres	Gram Sevkas	96	2 years	4350	3532	4316
6.	Gram Sevika Traihing Centres	Gram Sevikas	44	1 year	1675	1477	717
7.	Orientation & Study Centres	BDOs, EOs, Non-officials	10	1 month-orientation 2 month-Job	2400 (1920 in 60-61)	1437	1595

ANNEXURE II

[*Enclosure to Agenda Item No (10)*]

Statement of Expenditure

S. No.		3rd Plan provision in Rs.	Revised estimates 1961-62	Estimated expenditure upto 31.3.1962
1.	Sammelans for non-officials	5,00,000	50,000	97,500
2.	Study Tours for non-officials	15,00,000	75,000	—
3.	Training of Panchayat Secretaries	100,00,000	20,00,000	12,00,000
4.	Training Reserve	87,50,000	75,000	

PART II

CONFERENCE OF STATE MINISTERS OF COMMUNITY DEVELOPMENT AND PANCHAYATI RAJ, AUGUST 1962

Section I—Main recommendations and conclusions and summary record of the proceedings.

1. MAIN RECOMMENDATIONS AND CONCLUSIONS OF THE CONFERENCE

Review of action on important recommendations of the last conference. (Agenda item No. 1) :

Out-of-pocket expenses of Chairmen of Panchayat Samitis/Zila Parishads :

1.1 The general consensus of opinion was that the Chairmen and Vice Chairmen of Panchayat Samitis and Zila Parishads should not be paid any salaries but only T. A., D. A. etc. to meet their out of pocket expenses, or a consolidated allowance/honorarium in lieu thereof. The Conference recommended that those States in which an honorarium, in addition to T. A. and D. A. was being paid may reconsider the matter.

Association of M. Ps., M. L. As. with Panchayati Raj Bodies :

1.2 The Conference was of the categorical view that M Ps., M. L. As and M. L. Cs should not hold office in the Panchayati Raj institutions and that if elected to such an office, they should resign their membership of Parliament or State Legislature as the case may be. The Panchayati Raj legislations now in force in the State may, if necessary, be suitably amended.

1.3 The Conference reiterated that it was desirable that M. Ps M. L. As and M. L. Cs should not have the right to vote in the Panchayati Raj institutions.

Progress of Panchayati Raj (Agenda item No. 2(a)

2.1 A brief resume of the experience of the respective States in the working of Panchayati Raj as given by the Ministers was noted.

Incentives and deterrents in Panchayati Raj : (Agenda Item No. 2(b)

2.2 The Conference recognised the importance of incentives and deterrents for the healthy growth of Panchayati Raj bodies and suggested that the State Government and the Ministry of Community Development, Panchayati Raj and Cooperation should work out further concrete proposals in this regard for consideration.

Recommendations made by the annual conference. (Agenda Item No. 3)

3.1 The Conference considered in detail the recommendations made by the Annual Conference on Community Development & Panchayati Raj and accepted them subject to the following :

Agricultural Production:

3.2 Provision of additional funds by the Planning Commission for the programmes of Soil Conservation and Minor Irrigation was noted.

3.3 Areas where deep water paddy cultivation combind with fish production is possible, should be surveyed and the practice introduced on an extensive scale.

3.4 Information should be collected from State Governments about the utilisation of night soil compost as manure. In the light of the experiences in different States, the possibility of extending the scheme for composting of night soil should be examined.

3.5 Fuel plantation programmes should be intensified through village agricultural production plans.

3.6 Block Funds should be utilised in particular for large scale demonstrations and trials of less popular fertilizers, e g. Calcium Ammonium Nitrate.

3.7 The working of existing bio gas plants around the Training Centres and the possibilities of installing bigger plants by Panchayats for providing street lighting, running irrigation appliances, etc. should be examined.

Rural Industries Programme :

3.8 There should be one single agency for coordinating all industrial training programmes at the State level.

3 9 The need for having an expanded programme of training to produce technical personnel needed for rural industrialisation was strongly emphasized.

3.10 Detailed survey of resources and industrial potentialities should be undertaken before a programme of rural industrialisation in Blocks is launched.

3.11 The need for planning the Programme within the limits of available financial resources of the Centre and State was stressed and attention drawn to the recent sanction for 40 Rural Industrial Development Projects. Additional funds for expanding the programme, which in any case would be limited, would be on the basis of suitable industries and area development.

3.12 In order to quicken the pace of rural electrification attention was invited to the report prepared by the C. W. P. C. on Rural Electrification in Madras. It was recommended that the suggestions contained therein and the measures adopted by the Madras State should be studied and adopted by other State with such local modifications as may be necessary. The States were also requested to convey their reactions to the report to the Ministry of I & P and the Planning commission.

3.13 The question of earmarking a certain percentage of power for rural industries and agricultural pumping sets would be re-examined.

3.14 State Electricity Boards should have a separate committee for rural electrification as also a separate officer in charge of this programme.

3.15 The Extension Officer (Industries) should be closely linked with rural electrification programmes.

3.16 Attention was invited to the slow progress of processing industries in the cooperative sector and the non-utilisation of financial provisions for this purpose under the Third Plan. State Governments were requested to take steps to expedite progress.

3.17 The need for resolving the coal and transport bottlenecks and difficulties about availability of essential raw materials, which were holding up the execution of several vital scheme of development like irrigation and drinking water wells and rural industrialisation was stressed.

Rural Water Supply :

3.18 Each village should have a source of safe drinking water supply, but the funds provided in the Third Five Year Plan for the purpose were inadequate.

3.19 Comprehensive plans should be prepared by the State Governments, based on detailed surveys, in three parts :

(*a*) Requirements of areas where drinking water wells could easily be constructed.

(*b*) Difficult areas where piped water supply schemes would be necessary.

(*c*) Very difficult areas where due to the deep water-table or salinity of water special schemes will be required.

3.20 In regard to (a) & (b) except where the cost exceeded Rs. 2 lakhs, detailed schemes need not be put up to the Government of India only a programme of work together with estimated cost was necessary. Special schemes under category (c) would require Central sanction.

3.21 The programme or schemes as the case may be, should be examined by the Ministries concerned and the Planning Commission with a view to finding additional funds. Requirements under (a) above could be taken up under the Local Development Works Programme. Schemes under (b) and (c) above should be prepared by the Public Health Engineering Departments.

Tribal Development Blocks :

3.22 There should be special schemes of intensive development in smaller concentrations of tribals also which, under the normspres-cribed, do not qualify for Tribal Development Blocks.

Training Programme-Review :

3.23 The Conference agreed that the need for starting additional centres for the training of workers in tribal areas should be examined after the present training programme stabilised itself and the capacity of the existing training centres was fully utilised.

Post stage II blocks—Routing of funds and permanency of staff : (Agenda item No. 4)

4.1 The Conference reiterated the earlier decisions that the Block should be the unit of planning and development, the block staff should made permanent and that all development funds irrespective of the source or department for the schemes at or below the Blocks level should be channelised through the Block organisation, and where this has not been achieved substantially before the expiry of the Stage II period, the State Government should provide each Post-Stage II Block with a sum not less than Rs. 1 lakh each year out of the State's own plan and non-plan allocations under various development heads.

Integrated Services for child welfare (Agenda item No. 5)

5.1 The notes prepared by the Ministry of Education and the Indian Council of Child Welfare and the points raised in the Special meeting of the Development Commissioners on the subject on 2.8.62 were discussed Shrimati Indira Gandhi, Chairman of the Indian Council of Child Welfare stated that as the projects were intended to provide experience in the field of child welfare and development, only those blocks should be selected which were already well developed ; such Blocks with further intensification of existing programmes could provide maximum resulst and guide-lines. The projects should be started as early as possible and concentrated work undertaken on all aspects of the programme, with special emphasis on vocational training facilities preventive health measures and developing correct attitudes to the community and the nation. Good workers should be appointed as Child Welfare Organisers.

5.2 Dr. Smt. Sundaram Ramachandran, Deputy Minister of Education, Government of India stated that good Mukhya Sevikas could be appointed as Chief Child Welfare Organisers and given orientation at a special course at Delhi in September along with BDOs of selected blocks. It was necessary that all existing schemes connected with this programme e.g. schemes relating to Balwadies, Vocational Training facilities, supply of text-books, recreation and play-ground facilities in the schools, mid-day meals etc. should be fully integrated in the selected blocks.

5.3 Minister (CDPR&C) suggested that instead of the whole blocks a smaller area in the Block should be taken up initially for intensive work and progressively expanded.

5.4 The Conference accepted the recommendations and those contained in the notes circulated subject to the following modifications :

(*a*) As conditions varied greatly from area to area, the idea of having laboratory projects of this nature would be better served if some backward areas were also selected under this scheme. It was agreed that the matter should be examined further by the Ministries of Education and CDPR & C and other concerned Ministries.

(*b*) Training of Gramsevikas, health visitors and Balsevikas as also voluntary workers in other areas should be taken up in advance so that the programme could be expanded in later years on the basis of the experience gained in the demonstration projects.

(*c*) The question whether the whole or a part of the block should be taken up under this project should be left to the Panchayat Samiti/Block Development Committee to decide.

Holding of regional study camps of M. Ps. M. L. As and others (Agenda item No. 6) :

6. The Conference welcomed the suggestion to hold Regional Study Camps of 3 to 5 days duration on Community Development, Panchayati Raj and Cooperation for M. Ps and M. L. As who are members of the State Informal Consultative Committees and others. On an average about 100 persons would participate in each Regional Study Camp. The States of Andhra Pradesh, Bihar, Maharashtra and Punjab agreed to the holding of the Regional Study Camps in their States and playing host to the participants.

Proceedings of the Conference (Summary Record)

1. Shri S. K. Dey, Union Minister of Community Development, Panchayati Raj & Cooperation welcomed the delegates and addressed the gathering (Summary of his speech is at Appendix 1).

2. Shri Jawahar Lal Nehru, Prime Minister, inaugurated the Conference (his speech is at appendix 2).

3. The Agenda items were then discussed under the chairmanship of Shri S. K. Dey.

1. Review of Action on important Recommendations of the last Conference (Agenda Item No. 1)

1·1. The Conference noted the present position in regard to the payment of out of pocket expenses to charimen of Panchayat Samitis/ Zila Parishads in the different States. Shri Shriman Narayan (Planning Commission) observed that as recommended at the last conference, a consolidated allowance, in lieu of travelling and daily allowances may be paid but it was necessary to be careful not to develop a system of payment for community work at all levels. He requested the States of Gujarat and Maharashtra to reconsider their decision and also the states where travelling and daily allowances were paid in addition to a consolidated allowance.

1.2. The action taken in the different states with respect to the recommendation of the last conference that M.Ps and M.L.As should not hold office in Panchayati Raj institutions and that they should not have the right to vote was reviewed. The Conference emphasised that legislators should not hold office in Panchayati Raj institutions and if elected to such an office they should resign their membership of the legislature. The Panchayati Raj legislation now in force in the states may be amended if necessary. It was desirable that M.Ps, M.L.As and M.L.Cs should not have right to vote in Panchayati Raj institutions.

2. Progress of Panchayati Raj (Agenda Item No. 2 (a) :

2.1. The State Ministers gave an account of the present position in their states.

2.2. Shri Chenna Reddi stated that the question whether the Collector should be outside Zila Parishad was under consideration. In view the composition of the Block Team also required review.

2.3. Shri F.A. Ahmed (Assam) referred to the set up of Primary Health Centres in his State and to the impossibility of pushing through the programme owing to paucity of funds.

2.4. Shri Biren Mitra (Orissa) observed that Panchayati Raj should lead to the all round development of the common man and a four tier system including an active Gram Sabha was vital to this end. He pleaded for increased allocations to provide employment to surplus labour in the rural areas. Another important need was the mobilisation of rural manpower. He mentioned that 14 days· labour has been dedicated as "sramdan" by all the able-bodied persons in 200 Gram Panchayats of the State.

2.5. The Chairman observed that 2 Study Teams had been appointed to go into the question of the resources of Panchayati Raj bodies and how to make the Gram Sabha an effective ,organisation of the people at the village level.

Incentives and Deterrents in Panchayati Raj (Agenda Item No. 2(b))

2.6. Shri Chenna Ready (Andhra Pradesh) suggested that the Central Government should make an allocation for opening an Incentive Fund for the best Panchayats with matching grants from the States.

2.7. The Chairman observed that both the Ministry and State Governments might formulate concrete measures to act as incentives and restraints. The ideas might then be pooled for further consideration.

3. Recommendations made by the Annual Conference (Agenda Item No. 3)

Agricultural Production

3.1. The Chairman observed that where the programmes and allotments were inadequate, supplementary programmes for additional production should be drawn up. He specifically mentioned poultry as a programme for assisting the weaker sections of the village community. Fishery, Poultry and Dairy farming could be effectively implemented in areas surrounding towns and cities. Cooperatives might be formed for this purpose.

3.2. Shri Shriman Narayan (Planning Commission) mentioned the feasibility of combining fisheries with the cultivation of deep-water paddy which was the practice prevalent in South-East Asian countries. He observed that this practice might have potentialities in some parts of India.

3.3. The Chairman drew attention to the recommendations regarding the enforcement of customery obligations and fixing responsibility for construction and maintenance of field channels, integrated planning for expanding Minor Irrigation and facilities for repairs to pump sets and other lift irriagtion appliances.

3.4. Shri Shriman Narayan (Planning Commission) mentioned the high priority given to Minor Irrigation and Soil Conservation in the Third Plan. The Planning Commission would be prepared to give additional funds for Minor Irrigation besides the funds allocated in the Third Plan. He drew attention to the finding in a recent survey by the Reserve Bank that 50 per cent of the loans given to cultivators under Minor Irregation had been misused. Before taking up new projects it was essential that existing projects were maintained properly.

3.5. The Chairman stressed the need for intensive utilisation of rural compost. He observed that night soil was being used as compost extensively in Kerala.

3.6. Shri Shriman Narayan (Planning Commission) observed that the Rourkela Fertilizer Plant would be shortly going into production and pointed out the necessity for popularising Calcium Ammonium Nitrate.

Rural Industries Programme

3.7. Shri T. N. Singh (Planning Commission) referred to the need for the proper planning of rural industries to ensure their economic viability, ready marketing and provision for technical personnel by suitable training programmes. Several agencies like the Khadi Commission, the Handicrafts Board etc. were working in the field and funds were earmarked for various industries. In order to plan for the development of particular areas, coordination and integration of the funds earmarked for different industries would be necessary. Simultaneous planning for industry-wise development, training of personnel, provision of raw materials, improved techniques and marketing facilities was also necessary.

3.8 Shri C. M. Trivedi (Planning Commission) observed that at the end of the Third Plan 43,000 villages would be electrified. The Third Plan had suggested a close link between power generation and distribution together with programmes for the development of rural industries and minor irrigation schemes involving pumping. He referred to the recent decision of the Central Committee that a separate committee for rural electrification should be set up under the State Electricity Board and a special officer be appointed for the purpose. with the Extension Officer (Industries) acting as the agent for the extension of rural electrification. He referred to the power staggering programmes introduced in Madras which had led to greater use of the load available. Construction costs were also reduced in Madras by about 25 per cent through adoption of simplified designs and the use of local materials.

3.9. Shri S. K. Mukherji (West Bengal) stated that as Electricity Boards were autonomous bodies working on the basis of commercial principles, it was essential to provide for substantial subsidies for extending rural electrification. Shri Biren Mitra (Orissa) explained the scheme for technical schools and the programme for rural industrialisation in his State.

3.10. Shri Thanu Pillai (Kerala) and Ramakrishna Hegde (Mysore) welcomed the recommendation for the construction of coordination committees at the State, District and Block level.

3.11. Shrimati Sucheta Kripalani (U.P.) referred to the cultivation in obtaining raw material supplies especially coal, iron and steel. She also stressed the need for technically trained officers to work in rural areas as Industries Officers.

3.12. Shri T. N. Singh, Planning Commission, referred to 40 Rural Industrial Projects being taken up shortly and stressed the need for proper surveys, avoidance of the ills facing the industrial sector, e g. under-utilisation and sub-standard production etc., and integrated development of the projects and the State Programmes in this sector.

3.13. The Chairman drew attention to the slow progress of processing industries in the cooperative sector and the need for coordination of the training programmes at least at the State level.

Weaker Sections of the Community and Rural Water Supply :

3.14. The Chairman pointed out the great urgency to ensure that rural water supply schemes received first priority and suggested that comprehensive plans might be prepared by the State Governments based on detailed surveys, in three parts :

(a) Requirements of areas where drinking water wells could easily be constructed ;

(b) Difficult areas where piped water supply schemes would be necessary ;

(c) Very difficult areas where due to the deep water-table or salinity of water special schemes will be required.

3.15. As regards Tribal Development Blocks the Conference stressed that besides such Blocks there should be special schemes to intensify development in smaller concentrations of tribals also which, under the norms prescribed, do not qualify for tribal development Blocks.

4 Post-Stage II Blocks—Routing of Funds and Permanency of Staff (Agenda Item No. 4) :

The Chairman observed that after discussions with the Finance Ministry and the Planning Commission, the State Governments had been advised last year to place their case for committed expenditure in respect of Post stage II blocks before the Finance Commission. It was recommended by the Hyderabad Conference last year that the block should be made the unit of planning and development, the block staff should be made permanent, and where all development funds were not yet routed through the block organization, the State Government should provide for each Stage II block a sum not less than Rs. 1 lakh per year for development activities in Post-stage II blocks. This recommendation was reiterated.

Integrated services for child welfare (Agenda Item No. 5) :

5.1. The Chairman, welcoming Smt. Indira Gandhi, stated that a country-wide Child Welfare Programme was essential and effective measures should be devised to further this programme.

5.2. Shrimati Indira Gandhi outlined a scheme for integrated services for children in block areas by fully utilising the available resources including maternity and health centres, primary schools, balwadis, etc. Well-developed blocks might be initially selected to derive maximum benefit from this programme which should be flexible to suit local conditions. The Child Welfare Organiser of the block should work under the B. D. O. and some of the qualified Mukhya Sevikas might be selected for this post after necessary training.

5.3. Dr. Smt. Soundaram Ramachandran, Deputy Minister of Education, Government of India stated that good Mukhya Sevikas could be appointed as Chief Child Welfare Organisers and given orientation at a special course at Delhi in September along with B.D.O.s of selected blocks. It was necessary that all existing schemes connected with this programme e. g. schemes relating to Balwadies, Vocational Training facilities, supply of text-books, recreation and playground facilities in the schools, mid-day meals etc. should be fully integrated in the selected blocks.

5.4. Shri Biren Mitra (Orissa) stressed that the special requirements of under-developed areas and children coming from weaker sections of the community should also be covered and desired that the scheme should be extended over the whole country.

5.5. Smt. Soundaram Ramachandran (Ministry of Education) stated that it might not be possible to extend the programme to cover the whole country in the immediate future. However, the requirements of Weaker Sections and backward areas including mentally and physically handicapped children would be kept in mind. Welfare schemes like mid-day meals, milk supply, recreation facilities and library services should be fully integrated for the benefit of children.

5.6. The Chairman stressed the imperative need for developing the Children's Programmes as part of Community Development. This was also one way of mobilising the support of women in rural areas. A start will have to be made with the few pilot projects which might be extended in the light of experience. He observed that this was the one programme in which people's participation would be fully assured and it was necessary to build up this programme as the core of the Community Development Programmes.

5.7. The Conference accepted the recommendations and those contained in the notes circulated subject to the following modifications :

(a) As conditions varied greatly from area to area, the idea of having laboratory projects of this nature would be better served if some backward areas were also selected under this scheme. It was agreed that the matter should be examined further by the Ministries of Education and CDPR & C and other concerned Ministries.

(b) Training of Gramsevikas, health visitors and Bal-sevikas as also voluntary workers in other areas should be taken up in advance so that the programme could be expanded in later years on the basis of the experience gained in the demonstration projects.

(c) The question whether the whole or a part of the block should be taken up under this project should be left to the Panchayat Samiti/Block Development Committee to decide.

Regional Study Camps of M.Ps & M.L.As and others (Agenda Item No. 6) :

6. The Paper circulated on the subject was considered and the proposal to hold regional camps of 3 to 5 days' duration for legislators who are Members of State Informal Consultative Committees and others was accepted. The States of Andhra Pradesh, Bihar, Maharashtra and Punjab agreed to the host States for the holding of these camps.

CONCLUSION

7. Shri S. K. Dey then gave his concluding speech (Summary of his speech is at Appendix 3).

8. Shri Pattam Thannu Pillai (Kerala) thanked the Chairman for having conducted the deliberations and the Prime Minister for his Inaugural Address.

APPENDIX 1—PART II

Address by Shri S. K. Dey, Minister for Community Development Panchayati Raj and Cooperation, at the inaugural sessions of the Conference of State Ministers of Community Development and Panchayati Raj, New Delhi, August 3, 1962.

SUMMARY

In his welcome address, Shri Dey stated that the present context marked the end of an epoch and the beginning of a new one.

He recalled the occasion ten years back when the Prime Minister had launched the Community Development movement and entrusted the Development Commissioners from all the States with the responsibility of developing the village communities so that the people of rural India would become builders of a great future. He also paid a tribute to Shri V. T. Krishnamachari who contributed valuable suggestions regarding the administrative pattern needed for the movement. Though much remains yet to be achieved, the movement has succeeded in stabilising the National Extension Service and focussing attention on agriculture.

With the establishment of Panchayati Raj a new epoch has begun. The choice before the nation whether to use Panchayati Raj merely as an expedient by which a Government, facing difficulties due to limited resourses in meeting the requirements of the people, could pass on the burden and responsibility of taxation to the people, or to develop the system in such a way that democracy would be built up from the bottom upwards and the rural communities would become competent, self-relient autonomous bodies working for their economic progress. Shri Dey declared himself as definitely against the former view.

The assumption of responsibilities by the people would be complete when the whole country is covered by Community Development and Panchayati Raj institutions. Government officials will then have to be a technical service agency working under the directions of the autonomous people's bodies. The entire Government, both Central as also the States and all the departments of the various Ministries in the Centre have to accept Panchayati Raj and Sahakari Samaj as the pattern of the political and economic administration of the country to the maximum extent possible. Nationwide chaos would be the result if we did not trust the 5200 Panchayat Samitis which we were creating. Shri Dey wanted a pooling of all resources now flowing into the rural areas under various programmes and the complete transfer of the control of these funds and the functionaries of Government to the people's institutions. Only when full responsibilities for planning and development are vested in these institutions that they would be prepared to tax people for specific developmental scheme.

Shri Dey did not underrate the difficulties in ensuring that these new institutions of the people discharged their functions effectively. Feudalism is so deep in our system that given the opportunity, highly placed people tend to act either as feudal rulers or as Mahants. We had, therefore, to introduce safeguards to ensure that people's institutions did not become feudal units. People's representatives in the higher organisations should set examples. The people's movement can be

vitalised by bringing women and youth in an organised way into the programme. The most effective safeguards would be the arrangements for educating and training the people for discharging their new responsibilities. With something like over 250,000 Panchayats, the training programme would have to be of a great magnitude covering over the two million Panches and probably an equal number of personnel for cooperative institutions. In the case of cooperation, a federal organisation of cooperative institutions themselves was available in the National Cooperative Union which has, therefore, been entrusted with the responsibility of training. At present there is no similar federal organisation of Panchayati Raj institutions. Therefore, a National Coucil of Study and Research in Community Development and Panchayati Raj had been set up, including a large number of non-officials.

Concluding his address, Shri Dey emphasised that with perspective planning and staggered programmes, it would be possible to intensify efforts in agricultural production and the programme of amenities. If the Panchayati Raj institutions are really to grow into the democratic structure of tomorrow, working for the socialistic pattern to which we are wedded, it is of the utmost importance to begin intensifying our efforts in every field of activity immediately and begun a second intensive dosage of development over the thin coverage which is all that has so far been achieved.

APPENDIX 2—PART II

Inaugural address by the Prime Minister at the Conference of State Ministers of Community Development and Panchayati Raj, New Delhi, August 3, 1962.

SUMMARY

The Prime Minister began his address by affirming that it was something revolutionary in the context of India to establish Panchayati Raj among the 500,000 or more villages of India. He said that it excited his imagination to think of these vast democratic representative institutions working at the ground level from the village upwards. Democracy, said the Prime Minister, was not merely Parliament at the top or in the States, but something that excited every person and something which trained every one to take his proper place and indeed any place in the country if the need arose. In the ultimate analysis, Panchayati Raj was meant to train up every individual in India to be a potential Prime Minister of India.

Recalling his own early background when he had come into very close contact with the people, and more particularly the peasantry of India, the Prime Minister emphasised that in the work of the future, confidence in the people, and not merely a theoretical approach, was essential. In developing self-government at every stage, there was no half way house. Trusting the people only partly got us no where, for then the people had no real responsibility and did not develop properly. The Prime Minister said that he was convinced that, having given authority and power to the people, we should not tamper with it by official interference. Officials must only be advisers, not bosses. This applied to M. Ps and M. L. As also. He felt that they should be members of Panchayat Samitis and Zila Parishads. But whether they should be members with voting rights or not was another matter because the chances were that, having greater experience and being better known personalities, they would probably boss over the Parishads and Samitis.

Reviewing the achievements so far, the Prime Minister referred to a serious gap between planning and implementation and attributed it to the theoretician's complex of laying down things on paper and thinking they were done, from which we still suffered. He emphasized that unless we developed the sense of doing things, not merely laying them down in a plan, we would not make progress. We also had to get out of the habit of thinking in terms of a large number of functionaries, their pay scales, large-scale offices, apparatus and equipment before starting any work. While money was admittedly necessary for programmes, the human being was more important than any amount of money. Where the jeep was not available work could still be done, and probably better in the context of the Indian village today, with the bicycle.

Indicating priorities, the Prime Minister stressed the importance of child welfare programmes. Though the last ten years had seen a lot of change, there were bad patches left in every state. He wanted these to be specially dealt with as otherwise they would spread like a disease. There must be a level to which every Indian should reach. Good drinking water is an amenity which should reach every village.

Though we laid great stress on agriculture and improvement was visible, progress should be faster and each community development block and Panchayat should realise that it is its job because on that depends all its prosperity. The Prime Minister said that he was quite convinced that without cooperatives no village would progress. While referring to cooperative farming, he recalled that Rabindranath Tagore had advocated it over fifty years ago. Tagore's was not a political approach; it was a normal commonsense approach because of the conditions in Bengal. The Prime Minister noted that cooperative farms had developed fairly adequately but he did not want special stress laid on them. The first step was to have service cooperatives everywhere.

Concluding his address, the Prime Minister said that it was an exciting thing to raise the vast number of human beings in the rural areas with their cooperation, but it was more exciting to make them shoulder the burden themselves in a real way instead of doling out some help. And the Panchayati Raj and cooperative movement were the way to make them shoulder the burden. In the process of doing that they were growing themselves and probably solving many of the problems that troubled us today. He expressed the hope that now that we were entering the second decade of this movement, we would do so with a sense of excitement, full of energy, and by the time we reached the third decade we would have established Panchayati Raj fully and satisfactorily all over India.

APPENDIX 3—PART II

Concluding speech by Shri S. K. Dey, Minister for Community Development, Panchayati Raj and Cooperation, at the Conference of State Ministers of Community Development and Panchayati Raj, New Delhi, August 4, 1962.

SUMMARY

In his concluding address, Shri Dey regretted the inconvenience caused to the delegates in coming all the way to Delhi in the hot season. But he pointed out that the Community Development programme had been started a decade ago under the inspiration of the Prime Minister and he wanted the Prime Minister's blessinng at the beginning of a new epoch of the movement.

The Conference had given the movement a fresh impetus and its impact would be felt as we proceeded further in the direction of Panchayati Raj. But Shri Dey felt that the Conference did not get adequate time to discuss programmes for women, youth and children in the Community Development Blocks and the Panchayati Raj schemes. He felt that it would be necessary to meet again towards the end of this year to discuss these specific programmes and also any emerging problems of Panchayati Raj that might have crystallised in more concrete shape by then.

APPENDIX 4—PART II

List of State Ministers of Community Development and Panchayati Raj and Chief Commissioners present at the Conference :

1. Dr. M. Channa Reddy, Minister for Planning and Panchayati Raj, Andhra Pradesh.
2. Shri F. A. Ahmed, Minister for Community Development and Panchayati Raj, Assam.
3. Shri D. N. Hazarika, Deputy Minister, Panchayat and Community Development, Assam.
4. Shri B. N. Jha, Chief Minister, Bihar.
5. Shri S. N. Sinha, Minister for Local Self Government and Planning, Bihar.
6. Shri Abdul Gafoor, Deputy Minister, Community Development and Panchayats, Bihar.
7. Shri Devindra Desai, Deputy Minister for Community Development and Panchayats, Gujarat.
8. Shri Pattom Thanu Pillai, Chief Minister, Kerala.
9. Shri Takhat Mal Jain, Minister for Planning and Development, Madhya Pradesh.
10. Shri Jagmohan Das, Minister of L. S. G. and Panchayats, Madhya Pradesh.
11. Shri V. Ramiah, Minister, Madras.
12. Shri Ramakrishna Hegde, Minister of C. D. and Panchayats, Mysore.
13. Shri Gopalarao B. Khedkar, Minister for Rural Development, Maharashtra.
14. Shri H. M. Tidke, Deputy Minister for Rural Development, Maharashtra.
15. Shri Biren Mitra, Minister for C. D. and Panchayats, Orissa.
16. Sardar Darbara Singh, Minister of C. D., Panchayati Raj anp Cooperation, Punjab.
17. Bakshi Partap Singh, Deputy Minister of C. D. and Panchayati Raj, Punjab.
18. Shri Dinesh Rai Dangi, Deputy Minister for C. D. and Panchayati Raj, Rajasthan.
19. Shrimati Sucheta Kripalani, Minister of C. D. and Panchayats, Uttar Pradesh.
20. Shri B. D. Pande, Parliamentary Secretary, Uttar Pradesh.
21. Shri Saila Kumar Mukherjee, Minister of L. S. G., Panchayats and Community Development, West Bengal.
22. Shri Bhagwan Sahay, Chief Commissioner, Delhi.
23. Shri S. K. Dutta, Chief Commissioner, Pondicherry.

APPENDIX 5—PART II

List of special invitees present.

1. Shri Jawahar Lal Nehru, Prime Minister.
2. Shri Gulzari Lal Nanda, Minister of Labour, Employment and Planning.
3. Shri S. K. Patil, Minister of Food and Agriculture.
4. Shri V. K. Krishna Menon, Minister of Defence.
5. Shri Lal Bahadur Shastri, Minister of Home Affairs.
6. Dr. Sushila Nayar, Minister of Health.
7. Dr. Ram Subhag Singh, Minister for Agriculture.
8. Shri Shriman Narayan, Member, Planning Commission.
9. Shri C. M. Trivedi, Member, Planning Commission.
10. Shri T. N. Singh, Member, Planning Commission.
11. Shri Vishnu Sahai, Member, Planning Commission.
12. Shri C. R. Pattabhi Raman, Deputy Minister Planning.
13. Dr. Mrs. T. S. Soundaram Ramachandran, Dy. Minister for Education.
14. Shri T. Sivasankar, Lt. Governor, Goa.
15. Shri V. T. Krishnamachari.
16. Shri Shilu Ao, Chief Executive Councillor, Nagaland.
17. Shri P. Shanmugham, Councillor for Rural Development, Pondicherry.
18. Shrimati Durga Bai Deshmukh, Chairman, Central Social Welfare Board.
19. Shri Kamala Devo Chattopadhyaya, Chairman, All India Handicraft Board.
20. Shri R. R. Diwakar, M. P.
21. Shri K. Santhanam, M. P.

Section 2—Agenda Note for the Conference of State Ministers of Community Development and Panchayati Raj, August, 1962.

AGENDA ITEM No. 1 REVIEW OF ACTION ON IMPORTANT RECOMMENDATIONS OF THE LAST CONFERENCE :

The Conference may review the action taken on the important recommendations detailed below and which are not included in the Agenda notes against specific items :

Recommendation	*Action taken*
1. *Out of expenses of Chairmen of Panchayat Samitis/Zilla Parishads* :	
The Chairmen of the Panchayat Samitis and Zila Parishads may be given travelling allowances, daily allowance etc. to meet their out-of-pocket expenses or a consolidated allowance in lieu thereof. The quantum of these allowances, however, may be decided by the State Governments taking into consideration the local conditions.	At present honorarium is being paid to Chairmen of Panchayat Samitis and Zila Parishads in Andhra Pradesh, Orissa and Rajasthan ; there is provision for payment of honorarium in Maharashtra and Gujarat. In the remaining States there is provision for payment of T.A. and D.A.
2. *Association of M.Ps and M.L.As with Panchayat Samitis and Zila Parishads.*	
(a) Members of Parliament and of the State Legislatures should be associated with the Panchayat Samitis and Zila Parishads so that as elder statesmen, they may make available to these institutions the benefit of their wider experience and knowledge.	The Central Committee at its meeting held on 16th September, 1961 emphasised that legislators should not hold office in Panchayati Raj institutions and the desirability of developing healthy conventions. In Andhra Pradesh, Assam, Madhya Pradesh and Rajasthan the M.Ps and M.L.As have the right to hold office in the Zila Parishad.

(b) Members of Parliament and the State Legislatures should not have the right to vote or to hold office in these institutions.

In the case of Panchayati Samiti, only in Mysore and Uttar Pradesh the legislators have the right to vote. Whereas Mysore proposes to amend the legislation suitably at an appropriate time, the matter is under consideration in Uttar Pradesh.

Legislation have voting rights in the Zila Parishad in Andhra Pradesh, Assam, Bihar, Madhya Pradesh, Madras, Mysore, Rajasthan and Uttar Pradesh. The matter is under consideration in Andhra Pradesh, Rajasthan and Uttar Pradesh. Assam, Bihar and Mysore propose to amend the legislation at an appropriate time. The Madras Governments is of the view that no change in the provisions of the Act is necessary as the District Development Council is only an advisory body and has no executive functions. The Madhya Pradesb Government have not yet communicated their latest thinking in the matter.

West Bengal, Kerala and Jammu & Kashmir are expected to keep this matter in view at the time of farming their legislation.

3. *Elections to Panchayati Raj institutions :*

There is need for promoting consensus and unanimity in elections to the Panchayati Raj institutions. Certain incentives in the form of additional financial allocations etc. to institutions promoting unanimity and cohesion may be provided.

Incentives for encouraging unanimity in elections to Panchayats exist in Punjab and Rajasthan only. No information is available from the other States regarding their proposals, if any, to institute a scheme for giving such incentive grants.

AGENDA ITEM No. 2 (a)—PROGRESS OF PANCHAYATI RAJ

Panchayati Raj is under actual implementation in 7 States, namely, Andhra Pradesh, Assam, Madras, Mysore, Orissa, Punjab and Rajasthan.

2. In Uttar Pradesh the legislation was enforced with effect from 3rd December, 1961. Antarim Zila Parishads are functioning at present. Constitution of Kshetra Samitis is expected to be completed by July, 1962. Regular Zila Parishads are expected to be constituted by December, 1962. Till then the Antarim Zila Parishads will discharge all the funations of regular Zila Parishads.

3. The Maharashtra Panchayat Samitis and Zila Parishads Act has been enforced with effect from 1-5-1962. Elections to Zila Parishads have just been completed. Elections to Panchayat Samitis are expected to be completed in July, 1962 and the new bodies are expected to be inaugurated in August, 1962.

4. Bihar has passed the necessary legislation and is expected to inaugurate Panchayati Raj in the State by November, 1962.

5. Gujarat has passed the necessary legislation and is expected to inaugurate Panchayati Raj in the State by 1st January, 1963.

6. The Madhya Pradesh Panchayats Act, 1960 as amended and repassed by the State Legislature in April, 1962 is awaiting President's assent.

7. The draft legislation for Panchayati Raj is under consideration by the Government of West Bengal. Kerala Government is expected to introduce during the next session of the State Assembly a Bill providing for the constitution of Panchayat Samitis. Jammu & Kashmir is yet to fall in line.

8. Panchayati Raj institutions have been functioning in the 7 States mentioned in para 1 for periods ranging from over 6 months to 2½ years. The working of these institutions has precipitated a number of problems which are under constant study and review both by the State Governments and the Central Government. Ministers may like to give the Conference a brief resume of the experiences of their respective States in the working of Panchayati Raj, the immediate problems that are facing them and the remedial measures that they propose to take.

AGENDA ITEM No. 2(b)—INCENTIVES AND DETERRENTS IN PANCHAYATI RAJ

In the working of the Panchayati Raj bodies, emphasis has to be laid on ensuring their functioning institutionally. For this purpose, at any rate in the initial stages there seems to be a need to provide them with certain incentives. At the same time certain safeguards—sometimes even deterrents—may have to be built into the system or specially provided for making these bodies function on correct and healthy lines.

2. Incentives may be in the following forms :

(*a*) *Institutional incentives* :

(i) For efficient functioning, the P. R. bodies have to be financially strong and should be capable of undertaking developmental programmes on their own initiative. A system of matching grants would be an effective incentive to these bodies to raise their share of the resources. Such a system already obtains in Madras and Maharashtra. The Gujarat Act also provides for incentive grants by the District Panchayat to the Panchayats for levying taxes. A study team under the chairmanship of Shri K. Santhanam has already been appointed to go into the entire question of the finance of P. R. bodies.

(ii) Financial assistance could also be given to Panchayati Raj bodies in the form of loans and grants for building up assets yielding regular revenue.

(iii) Another possible incentive is a prize competition scheme based on the performance of the P. R. bodies with special reference to The Ten Point Test. The best among the P. R. bodies could be given substantial prizes either in the form of each and/or special programmes like small industrial units as in Orissa.

(*b*) *Individual Incentives* :

(i) Incentives may also be provided in the form of Bharat Darshan tours and study tours to selected functionaries at the various levels in the Panchayati Raj institutions. The selection has to be based on the performance of these individuals *vis-a-vis* the Panchayati Raj bodies.

(ii) Grant of sanads to selected functionaries on important occasions like the Independence Day, Republic Day, etc.

(iii) Seletced functionaries could also be deputed for higher institutional training to make them better equipped to discharge their duties as heads of Panchayati Raj bodies and also as leaders of local communities.

3. Some possible safeguards-cum-deterrents for the Panchayati Raj institutions are outlined below :

(a) *Institutional safeguards* :

(i) For the institutional functioning of the P. R. bodies, it is essential that the main body should meet quite frequently. Thus, the Gram Sabha should meet often to review the working of the Panchayat, to help in framing policies and to cooperate effectively in implementing them. A study team under the chairmanship of Shri R. R. Diwakar is currently engaged in making a study of this problem.

(ii) The Village Panchayats should meet regularly as prescribed by law and their decisions should be based on consensus and unanimity rather than a majority vote.

(iii) The general body of the Samitis and Parishads whose work has to be carried on mostly through functional sub-committees, should keep in touch with the progress of work and should not abdicate their powers or functions either to the sub-committees or to the individuals.

(iv) It is necessary that the Panchayat Samiti should also be made "accountable" to some forum, just as the Gram Panchayat is "accountable" to the Gram Sabha. Meetings of the general body of the Panches in the Block may be convened for this purpose periodically to review the general working and implementation of the programmes by the Samiti.

(*b*) *Safeguards to ensure equity and fair deal* :

This aspect was considered in detail by the Hyderabad Conference. Some of the important safeguards are :

(i) The higher tier should generally guide and supervise the lower tiers but should not, except in rare cases, have the power to issue directives to the lower tiers.

(ii) The right of inspection of the lower bodies and their works may be vested institutionally in the higher body, so that this power can be exercised only through the Chief Executive Officer and not by the individual members of the higher body.

(iii) The method of election to the P. R. bodies should be so devised that they are fully representative of the electorate and can safeguard the interests of all the sections of the community. In the immediate future, however, special representation will have to be provided for the weaker sections; and this has been done in most of the States. It has also to be ensured that the weaker sections are adequately represented on the various functional sub-committees of the Panchayati Raj bodies. The entire subject of elections to Panchayati Raj bodies may in due course have to be remitted for a special study.

(iv) Funds for the welfare programmes of the weaker sections should be distributed among the Samitis by the Parishad. The Parishad and the Samitis should also make special allotments from their own funds for the weaker sections.

(v) While scrutinising the budgets of the lower bodies, the Parishad Samiti should ensure that the interests of the various sections of the society are safeguarded.

(*c*) *Integrity of Panchayati Raj Services*

To generate confidence in the civil servants and to ensure their integrity, matters relating to recruitment, promotion and discipline have to be dealt with fairly and impartially. For this purpose, it is desirable to appoint an independent Board or a Commission at the district or State level.

(*d*) *Administrative safeguards*

(i) For efficient functioning of the Panchayati Raj bodies and speedy execution of work, adequate powers have to be delegated to the Standing Committees. In the initial stages, close supervision and guidance will have to be provided to enable the Panchayati Raj bodies to function efficiently and on correct lines. For this purpose, a suitable system of supervision and guidance, specifying the responsibilities of the technical and administrative officers at the various levels vis-a-vis the Panchayati Raj bodies, has to be devised.

(ii) The Collector, irrespective of his relationship with the Zila Parishad, continues to occupy a pivotal position for systematic coordination among the Development Departments and supervision of work in the district. He should be vested with adequate powers of inspection of the Panchayati Raj bodies to enable him to function as the agent of the State Government and to ensure that the main objectives are being fulfilled by the Panchayati Raj bodies.

(iii) The model rules of business framed by a special study group, which have been circulated to State Governments, to contain adequate built In safeguards for this purpose which are also enforceable through inspections, etc.

(iv) The power to suspend or cancel the resolutions of the Panchayati Raj bodies by the State Government is already provided for in the various legislations.

(*e*) *Education and training.*

(i) Adequate training has to be provided to the functionaries at the various levels to make them conversant with the procedures and rules, their powers etc. and thus enable them to function effectively in the Panchayati Raj bodies.

(ii) A massive programme of social education is necessary to increase the general awareness in the public not only of their rights but also their duties and responsibilities as citizens.

4. The Conference may generally consider the problem and indicate what further steps, should be taken to ensure the helthy growth of Panchayati Raj bodies.

AGENDA ITEM NO. 3—RECOMMENDATIONS MADE BY THE ANNUAL CONFERENCE ON COMMUNITY DEVELOPMENT AND PANCHAYATI RAJ FROM 30TH JULY TO 1ST AUGUST, 1962.

The recommendations of the Annual Conference on Community Development & Panchayati Raj are given in Section 1 Part I.

AGENDA ITEM NO. 4—POST STAGE II BLOCKS—ROUTING OF FUNDS AND PERMANENCY OF STAFF

The State Ministers' Conference held last year at Hyderabad recommended that the State Governments should take steps to implement, without delay, the decisions already taken that the Block should be the unit of planning and development and that all developmental funds irrespective of the source or department for the schemes at or below the Block level should be channelised through the Block organization and, where this was not achieved substantially before the expiry of Stage II period, the State Government should provide each Post-Stage II Block with a sum not less than Rs. 1 lakh each year out of the State's own Plan and non-plan allocations under various development heads. The staff in the Blocks should also be made permanent.

2. The attention of the State Governments was invited to these recommendations in August, 1961. A reference was also made to the State Governments in April, 1962, to ensure that the recommendation of the State Ministers' Conference of 1961 to provide Rs. 1 lakh per year for Post-Stage II Blocks was implemented. The question of confirming the Block staff without any further delay and to continue, during Post-Stage II period, the same staffing pattern as during Stage II was also stressed. The question of routing funds in respect of all development schemes through the Block agency was also taken up with State Governments in May, 1962, and they were requested to furnish details of the various schemes transferred for execution through the Block agency as well as the total value of such schemes. A statement indicating the position obtaining in the various States/ Union Territories in regard to permanency of staff and routing of funds through the Block agency is appended to this note.

3 A perusal of the statement will indicate that the Block has not yet emerged as the effective unit of planning and development and sufficient number of schemes and funds have not yet been routed through the Block agency. The question of permanency of Block staff is also still under consideration in many States, In some States the programme has had a set-back in blocks which have entered post Stage II partly due to the inadequacy or lack of funds and partly due to uncertainty regarding Staff. The uncertainty in the case of the staff is affecting the general community development programme also. The setting up and proper functioning of Panchayati Raj bodies are also vitally connected with availability of adequate funds, transfer of responsibilities and provision of a suitably trained permanent cadre of workers.

4. The Conference may decide as to what further steps should now be taken to ensure achievement of the following objectives without delay :—

(1) Execution of as many development schemes as possible through the Block agency. The procedure followed by the Madras Government, in this respect is indicated briefly in the statement below :

(2). Making the block staff permanent on the staffing pattern for Stage II and without any reduction in the staffing pattern during Post-Stage II period.

(3) To ensure a provision of at last Rs. 1 lakh (excluding the expenditure on pay and allowances of the Block staff) per Post-Stage II Block per year from out of the State's plan/non-plan schemes for development activities at the Block level in respect of such Post-Stage II Blocks where sufficient funds are not routed through Block agency.

(4) To ensure that the block functions effectively as the unit for planning and Block, District and State Plans are built up from below :

ANNEXURE

(Enclosure to Agenda Item No. 4)

Statement showing the present position, as far as known to this Ministry, in regard to permanency of staff and routing of funds in CD. Blocks in the various States and Union Territories.

Permanency of CD Block Staff	*Routing of funds through Block agency*
Andhra Pradesh :	
20% of the total number of V. L. Ws. have already been confirmed and the State Government have taken a decision to confirm all officials who have put in more than 3 years service, provided the posts are likely to continue. On this basis the C. D. Staff except the S. E. Os and E. Os (Industry), about whose future role the State Government are yet to take a decision, are likely to be confirmed.	Panchayat Samitis are functioning in the State and funds are routed through them. The State Government have also decided to place at the disposal of Post-Stage II Blocks a sum of Rs. 1 lakh each and funds have been released for the purpose.
Assam :	
The B. D. Os are being placed on the permanent list of State Civil Service Class II. In regard to other posts, the State Government have taken a decision in principle that all posts which had continued for a period of five years or more should be made permanent. The question of creating permanent posts is under consideration.	The various departments have been categorically asked to route funds for Block schemes through the Blocks and give special consideration to Post-Stage II Blocks. Some of the departments have also made a start in the last year and agreed to provide funds for Post-Stage II Blocks besides routing of funds for certain departmental schemes through Block agency. The position is being reviewed in a meeting of the departments, so that the programmes made by the departments in this connection may be assessed and ways and means devised for implementation of the recommendations to route funds through Block agency in full with special reference to Post-Stage II Blocks in particular.
Bihar :	
Satisfactory steps have been taken in regard to confirmation of the main categories of Block Staff, except for S. E. Os in whose case the State Government have not yet come to a decision.	Panchayati Raj is being introduced in the State shortly. Heads of different departments have been requested to transfer funds for execution of development schemes through Block agency.

Gujarat :

The State Government are still considering the question.

Jammu & Kashmir :

The State Government have decided to declare the temporary C. D. Organization and the eligible staff therein as quasi-permanent. The proposal to declare the C. D. organisation as the permanent pattern of administration and making the staff permanent will be considered by the State Government soon.

The State Government are considering the question of transferring departmental activities to Blocks and evolving arrangements to channelise these development activities throug the Block organization.

Kerala :

The question of confirmation of Block staff is still under consideration of the State Government. The question of future set up of Post-Stage II Blocks is also under consideration.

The State Government have issued orders to divide the plan provision in respect of departments of Agriculture, Cooperation and Animal Husbandry block-wise and B. D.Os would implement the programme in accordance with the directions issued by the concerned departments. The question of dividing plan provisions of the remaining departments like Education, Industries, Fisheries, Health Services and Public Works and channelising them through Block is engaging the attention of Government. In the meantime, the B. D. Os have been instructed to undertake normal departmental works entrusted to them by development departments.

Madhya Pradesh :

Most of the posts in the Block staff are temporary and the State Government had appointed a Committee to make recommendations regarding conversion of temporary posts into permanent ones. The Report of the Committee is under examination and a high percentage

The State Government have issued orders allotting Rs. 1 lakh to each of the Post-Stage II Blocks and funds ase expected to be made available shortly. The question of channelising funds for the various development schemes through Block agency is being

of Block staff is likely to be confirmed soon.

reconsidered as a result of the decision to introduce Panchayati Raj in the State. The State Government have tentatively listed 77 schemes with a Plan outlay of Rs. 52 crores during the Third Plan, which may be transferred to the Panchayati Raj bodies. Decision in this regard is expected to be taken soon.

Madras :

Most of the B. D. Os have been made permanent. As regards Extension Officers, temporary additions to the respective cadres of the Services concerned have been made. As regards others categories *i. e.* V. L. Ws. Gram Sevikas, etc., the question of confirming them is under active consideration of the State Government.

The State Government have formulated a Panchayat Development Schematic budget setting forth the responsibilities which the local institutions at and below the Block level, namely the Panchayat Unions and the Panchayats should fulfil and also indicating broadly the financial resources that would be made available to them for this purpose. Panchayats and Panchayat Unions thus function affectively as administrative unit for planning and development of all schemes which should be planned and implemented at the Block and village levels. All schemes included in the State Plan which are capable of being administered at the Block level are now in the process of being entrusted to the Panchayat Union for execution. Pooling of broad scheme-wise allocation of all the funds earmarked in different plan schemes which have to be executed by the Panchayat Union (which correspond to a Block) has been considered necessary for effective functioning of the Panchayat Union as a unit of planning and development at the Block level and for the formulation of an operation plan by the panchayat Union itself. The Panchayat schematic budget for every Panchayat Union constitutes a plan for utilization of local resources and financial programmes which is a necessary preliminary to the framing of development schemes in physical programmes. Taking into account the local disparities in development

and the capacities of the Panchayat Unions to raise resources and also to execute plan schemes the Panchayat Unions (Blocks) in the State have been grouped into 4 classes and the pattern of assistance is designed to provide proportionately larger measure of assistance for classes with lower assessed capacity. On an average the financial resources of a Panchayat Union (Block) will be Rs. 38 lakhs during the Third Plan period. This amount is exclusive of the cost of National Extension Service establishments, which will continue to be borne by the State Government even after the services of the staff are placed at the disposal of the Panchayat Unions free of charge to Panchayat Union funds. This is also exclusive of all expenditure on loans.

With regard to the programme planning, the State Government have already issued programme guidance instructions in the fields of Agriculture, Animal Husbandry, Fisheries, Village Works, Khadi & Village Industries Education, Social Education and Women & Children Welfare. The various provisions under similar schemes have been pooled and a unified system of grants for carrying out consolidated programme evolved by the State Government. The Panchayat Unions have considerable freedom to choose, adopt and modify the schemes within the broad outlines laid down by the State Government. They are also in a position to phase out their expenditure according to local conditions with the certainty that the totality of Government grant is guaranteed for the Five Year Plan period, subject to fulfilling certain stipulated conditions.

Maharashtra :

The question of permanency of Panchayati Raj bodies would

Block Staff is still under consideration of the State Government. Due to the proposed merger of the cadre of VLWs with Talatis and Panchayat Secretaries the confirmation of V. L. Ws have been delayed. The State Government have decided to abolish the post of S. E. Os (Men). As regards Mukhya Sevikas, the State Government are still considering whether the post should be retained or replaced by Lady Assistant Inspectors.	start to functioning in the State soon and it is expected that a sum of atleast Rs. 2 lakhs per block would be available for development activities each year.
Mysore :	
The question is still under consideration of the State Government.	Several Plan schemes have been transferred to the Taluk Development Boards which correspond to Panchayat Samitis in other States. The State Government have written to the District Development Councils (corresponding to Zila Parishads) and the Deputy Commissioners to ensure that a bigger chunk of amount alotted under these schemes is allotted particularly to Blocks entering into Post-Stage II, so that the total amount under all schemes will be sizeable. Discussions are being held with heads of departments to consider transfer of some more schemes to Taluk Development Boards.
Orissa :	
All categories of Block staff except V. L. Ws. and S. E. Os have been confirmed. The State Government have also taken a decision that staff with 5 years service and about should be retained. The question whether V. L. Ws should form part of Panchayati Raj cadre or State cadre is under consideration.	
Punjab :	
The State Government have already taken a decision that those who have put in 3 year of service should be confirmed and this will apply to all categories of Block staff. Posts in the Block staff are being declared permanent and individuals will be confirmed against these posts soon.	The question of providing funds for the programme in Post-Stage II Blocks is under examination.

Rajasthan :

While 100% of posts of Extension Officers Agriculture, Animal Husbandry, Cooperation and Industries have been made permanent, 75% posts each of ministerial and Class IV staff, E. O. (Panchayats), S. E. Os, Overseers, Progress Assistants and Sheep and Wool Extension Officers have been made permanent. V. L. Ws' services have been transferred to Panchayat Samities and they are being made permanent.

The State Government are taking steps to ensure that least Rs. 1 lakh per year per Post Stage II Block is provided for development activities.

Uttar Pradesh :

A large number of posts in Blocks have been made permanent. Action is being taken to declare more posts permanent. V. L. Ws who have put in three years' minimum service are expected to be confirmed.

For development programmes in Post-Stage II Blocks, the State Government are providing about Rs. 1.50 lakhs per Block per year.

West Bengal :

Satisfactory steps have been taken to make the Block staff permanent.

No Block has entered Post-Stage II so far, and the question of making provision of funds for such Blocks has not, therefore, arisen.

Andaman and Nicobar Island :

No Post Stage II Block so far in this territory.

Delhi :

Staff of 3 Blocks out of 5 has been made permanent. Staff of the remaining 2 Blocks will be made permanent after the re-organization scheme of the Development Department of the Delhi Administration is implemented.

Necessary provision of funds for developmental expenditure in the agricultural sector and on Cooperation schemes has been made and funds placed at the disposal of the Block Development Officers. The expenditure relating to Education, Health, Industries and Social Education is incurred directly by the departments concerned and the Delhi Municipal Corporation in the Blocks.

Himachal Pradesh :

Many temporary posts which have been in existence for more than 3 years have been converted into

No funds have yet been provided to the block from various departments but special grants at the

permanent posts and confirmation of staff against sanctioned posts ordered.	rate of Rs. 1 lakh per block are expected to be placed at the disposal of the block to enable the various activities to continue uninterupted.
Manipur :	
Some posts have been made permanent and others are in the process of being made permanent.	A sum of Rs. 1 lakh has been provided for Post-Stage II Blocks for development activities from the non-plan allocation of the Territory for the year 1962-1963.
Nagaland :	
The question is under consideration.	No Post-Stage II Block at present.
N. E. F. A. :	
Question is under consideration.	Necessary provision for development activities of Post-Stage II Blocks has been made in the Annual Plan for the territory.
Pondicherry :	
Question is under consideration.	No Post-Stage II Block at present. During 1961-62 however the average expenditure on all development schemes executed through Stage I and Stage II Blocks was Rs. 1,38,300 and 1,78,200 respectively.
Tripura :	
Question is under consideration.	Provision has been made for Rs. 1 lakh for each year for development activities in Post-Stage II Blocks.

Note : In regard to permanency of Block staff in Union Territories, a decision has already been taken that 100 per cent of the posts on Stage II pattern should be made permanent. The details are being worked out and orders creating these permanent posts and confirming individual to these posts are expected to be issued soon.

AGENDA ITEM No. 5—INTEGRATED SERVICES FOR CHILD WELFARE.

(Note prepared by Ministry of Education)

The child welfare programme which did not receive much attention in the first two Plans was given considerable emphasis in the Third Five Year Plan. For the first time the importance of child welfare was duly recognised and an allocation of Rs. 3 crores was made in the education sector of the Plan. A part of these resources will be spent on a central scheme on integrated child welfare services—Demonstration projects. It has been decided to start 20 demonstration projects during the Third Plan period. One project will be implemented in each of the States and major Union Territory. Each project is likely to cost about Rs. 5 lakhs over a period of 4-5 years The expenditure would be borne by the Ministry of Education but the actual implementation of the projects is to be done by the State Government, in cooperation with the voluntary welfare agencies. Efforts will be made to build up a comprehensive range of child welfare services in the selected C. D. Blocks where the project will be launched.

2. A scheme for the establishment of demonstration projects on integrated child welfare services was drawn up by the Ministry of Education in consultation with the other concerned Ministries and voluntary welfare organisations of all India importance. It was circulated to all the State Governments and Union Administrations on 9.2.1962. The State Governments/Union Administrations were requested to select a suitable C. D. Block which fulfils most of the conditions laid down in the scheme, for implementing the project and to formulate detailed proposals for consideration of the Central Government. Anxiety was expressed by the Ministry of Education that the allocation made in the Third Five Year Plan for these projects might not be fully utilised if the proposals complete in all details were not received immediately. Inspite of reminders, concrete proposals have not yet been received from all States/Union Administrations.

3. The latest position with regard to the response/proposals received from the State Governments and Union Administrations is given in the Appendix. The Conference may consider the matter with a view to expediting the implementation of the project.

APPENDIX

(Enclosure to Agenda Item No. 5)

Subject— **Latest position with regard to the response/proposals received from the States/Union Administrations for implementing the scheme "Integrated Child Welfare Services—Demonstration Projects".**

1 *Punjab*: The proposal from the Punjab State was received on 18.4.1962 and Government of India sanction has been issued on 26.6. 1962.

2. *Himachal Pradesh, Nagaland, Delhi, Orissa and Assam*: Detailed proposals have been received from these Administrations and are being examined.

3. *Uttar Pradesh*: Proposal has been received from the State Government but the detailed estimates of expenditure, recurring and non-recurring with year-wise break up for the plan period have not yet been received. The State Government has been asked to submit these estimates in order to expedite the expenditure sanction.

4. *Andhra Pradesh*: The State Government has informed that the matter is being considered.

5. *Bihar*: The State Government has decided to implement the project and have selected a C. D. Block for the purpose. The detailed proposal is being awaited.

6. *Rajasthan*: Only an interim reply has been received from the State Government.

7. *Madhya Pradesh*: The State Government has decided to implement the project and have selected a C. D. Block for the purpose. Necessary details of the project are under examination of the State Government.

8. *Mysore*: The State Government has selected a C. D. Block for implementing the project and details awaited.

9. *Maharashtra*: The State Government has informed the Ministry of Education that the proposal is still being considered in consultation with the concerned departments and non-official organisations.

10. *Madras*: The details of launching the project are being finalised by the State Government.

11. *Kerala*: A CD Block has been selected for implementing the project. Formal proposals are awaited.

12. *Jammu & Kashmir*: Only interim reply has been received.

13. *Gujarat*: The State Government has informed the Ministry of Education that the proposal is being expedited.

14. *West Bengal*: The proposal is being prepared by the State Government.

15. *Manipur & Tripura*: No response has been received from the Administrations.

Other Union Territories may not be in a position to implement the scheme.

ADDITIONAL NOTE ON AGENDA ITEM NO. 5—

INTEGRATED SERVICES FOR CHILD WELFARE

The Third Five Year Plan has laid special emphasis on Child Welfare Programmes. A provision of Rs. 3 crores is also made in the Plan for certain intensive schemes for child welfare. Out of this a sum of Rs. 166.25 lakhs (Programme limit) is intended for the setting up of Integrated Services for Child Welfare Demonstration Projects in the State. It was hoped that at least one Project would be set up in each State. However, though nearly two years have passed, progress has been very unsatisfactory.

2. A note on the Demonstration Projects is enclosed for consideration. The main idea is to integrate the available services for child welfare in the area and, with such supplementary services as may be necessary, provide adequate services in order to ensure the total well-being of all the children in that area. Being of an experimental nature the scheme has to be flexible enough to suit local needs.

SCHEME FOR INTEGRATED SERVICES FOR CHILD WELFARE

DEMONSTRATION PROJECTS

INTRODUCTION :

Safeguarding the well-being, education and development of children is the surest foundation for the future. Hitherto, family has been the most important unit which looked after the child, but due to the stresses and strains to which the Indian family has been subjected to in recent years, it becomes obligatory to provide welfare services for child normal as well as affected—through outside agencies.

The Third Plan has placed considerable emphasis on child welfare programmes. It has provided for the establishment, at least, of one demonstration project in child welfare in each State and Union Territory on the basis of complete coordination in services provided by medical and public health, education, social welfare and other agencies. The State Governments are already providing a number of welfare services for the children through one or the other department. In many places these services may not be integrated or again, the available services in the area may not be adequate to meet the total needs of the children. Further it is also likely that a few of the essential services might not have been introduced yet. With a view to provide every child between the age-group 0-16, the opportunity to grow into a healthy and useful citizen, it is proposed to establish demonstration project.

Special features of the project.

The special features of the project are as follows :

(a) It will provide adequate services to ensure the total well being of all children in the areas covered by it.

(b) Priority will be assigned to preventive services to the normal child, while cuative services would also be made available for the special or the abnormal child.

(c) The services provided are co-related to the field of health and nutrition, education and training and welfare and recreation.

(d) It is not a model or an ideal project, but only a typical project reflecting the limitations and possibilities of an average project.

(e) It aims at coordinating and consolidating the existing child welfare activities in the area if need be by supplementing a few required services.

(f) The programmes in the project would be implemented by the minimum extra staff required for the purpose. Most of the staff would be supplied by the other departments of the State Government concerned in this project.

Coverage

It is intended to cover all children in the age-group of 0-16 in demonstration projects. It should be clearly understood that the age-group 0-16 means from the date of conception of the child till it attains the age of 16.

Each Demonstration Project will cover a Community Development Block which has already been accepted as the unit for planning and development. On an average the population of a block is about 75,000. The average child population to be covered by each Demonstration Project, will, therefore, be 40 per cent of the total population i.e., 30,000.

In selecting the Block for the Demonstration Project, care should be taken to see that it is compact and has facilities for easy inter-communication within the area. The block should be well developed in respect of available services and also be located near the District headquarters.

Where it is considered that it may not be possible to cover the entire block these programmes may, in the first instance, be restricted to key areas in the block. It must be understood that the coverage in a block will depend on the extent of pooling of all the services by the various departments and voluntary welfare agencies.

Services

The services to be covered may include the following according to the requirements of each age-group :

Age-group :	*Services to be provided*	
0—2	(a) Family planning & maternity welfare.	Creches, Balwadis and Day Care Centres for both age-groups.
	(b) Immunisation.	
	(c) Proper feeding, and	
	(d) Infant health centres.	
2—6	(a) Informal education through plan and recreation, providing transition from home to school, development of the five senses, supplementary nutrition.	

(b) Health supervision and medical advice at regular intervals both at the health centre and at home.

(c) Diet supplements,

(d) Organisation of baby shows.

6—11 (a) Primary school Education ;

(b) Mid-day meals ;

(c) School health services including physical fitness programmes, mental health and hygiene ;

(d) Organised group games, based on local game lore ;

(e) Recreation parks ; and

(f) Child guidance clinics.

11—14 (a) Upper primary, model school and secondary school education ;

(b) Introduction of vocational training and counselling services ;

(c) School health services as above ;

(d) Introduction of team games ;

(e) Encouragement of hobbies-scientific and cultural

(f) Production of suitable literature ;

(g) Organisation of excursions/camps/hiking for the school children ;

(i) Recreation parks, hobby clubs, boys' clubs ;

(j) Film shows and exhibitions ;

(k) Dramatics and music clubs ; and

(l) Theatres.

14—16 (a) Continuation of secondary education ;

(b) Continuation of vocational training ;

(c) School health services as above ;

(d) Scouting and guiding and/or junior cadet corps, youth clubs and continuation of other services shown against the age-group 11-14.

Departments responsible for the services.

A. Medical and Public Health Department :

(a) Family planning and maternity welfare ;

(b) Infant health centres providing Antenatal and post-nata services ;

(c) School health programme excluding the physical fitness programmes ;

*(d) Care of the sick child ;

*(e) Provision of supplementary nutrition ;

*(f) Environmental Sanitation ;

*(g) Health Education.

(h) Immunisation.

(i) Health supervision and medical advise at regular intervals both at the health centre and at home.

*(j) Organisation of baby shows.

B. Education Department :

*(a) Primary and upper primary schools ;

*(b) Secondary schools ;

*(c) Physical education and sports ;

*(d) Social education ;

*(e) Scouting and girl guiding ;

*(f) Hobby Clubs and Craft education to the extent it is part of the general education ;

*(g) Holiday Homes, Camps, Excursions and Hiking ;

*(h) Mid-day meals ;

(i) School health service ;

*(j) Production of suitable literature ;

(k) Film shows and exhibitions ;

(l) Dramatics and music clubs ;

(m) Theatres.

C. Social Welfare Department :

*(a) Balwadis, day care centres and creches wherever necessary ;

*(b) Care of foundlings, destitutes and orphans ;

*(c) Referral service for Juvenile Delinquents ;

*(d) Care, education and rehabilitation of the handicapped.

(e) Referral service for children in need of special care ;

*(f) Child guidance clinics ; and

(g) Special assistance to children belonging to the Backward Classes.

D. Planning and/or Development Department :

(a) Conducting, preliminary survey and supplementing such services as are insufficiently provided or not provided at all by other departments or agencies ; and

(b) Evaluation.

E. Local Body :

(a) Provision of physical facilities in terms of play ground, camping sites, buildings, recreation parks.

F. Labour Welfare/Industries Department :

(a) Establishment of regular vocational counselling and vocational training schools.

G. Voluntary Welfare agencies may organise any of these services not taken up by any of the department or wherever necessary to supplement them.

Note : Services marked with asterisk are particularly suited to be handled by voluntary organisations.

Organisation

Although the project will be administered by the Social Welfare Department/Planning/Development Department of the State Governments, it is highly desirable that voluntary organisations engaged in the field of child welfare should be intimately associated with the working of the project. There must be a central coordinating council at the State level consisting of representative from the various departments concerned and also representatives drawn from leading voluntary organisations. Since in most of the States, responsibility for developmental activities has already been handed over to Panchayat Samitis at the Block level, the organisation at the Block level for implementing this programme should be the Panchayat Samiti assisted by a functional committee to be set up for the purpose.

As the Block level, as the B.D.O. himself may not be able to devote much time to the work connected with the project, he should be assisted by a new functionary namely, the Chief Child Welfare Organiser. This is a new post to be created under this scheme. The Chief Child Welfare Organiser will have to be Secretary of the Functional Committee and would function as a member of the Block team, under the over-all supervision of the Block Development Officer.

The selected block should be divided into four areas. The Chief Child Welfare Organisers should be assisted by 4 Child Welfare Organisers each of whom will have jurisdiction of one of the four areas into which the Block is divided. There may be a small implementation committee for each of the areas, and the Child Welfare Organiser should be the Secretary of such a committee. In addition to the Chief Child Welfare Organiser and four Child Welfare Organisers, the scheme provides for the post of a Lady Doctor who will function in cooperation with the medical staff of the Primary Health Centres and sub-centres existing in the project area.

As the village level, there may be need for functionaries like Bal Sevikas, Creche Workers, Gram Sevikas, Dais, etc., to implement the actual programmes. Such functionaries should be made available in the Project by the State Departments and the State Social Welfare Board.

The Hedquarters of the Demonstration Project shall be the headquarters of the Block. The Chief Child Welfare Organiser will have to be provided with some minimum staff at the headquarters-

Preliminary Survey.

The Project should begin with a preliminary svrvey which should be carried out on the basis of family as the unit. Information will have to be collected about the various services already in existence in the area in the light of their adequacy or otherwise. Survey report should be placed before the central coordinating committee which will decide as to which services need to be started a new and which of the existing services require improvement or expension.

Training.

It is necessary to ensure that staff to be employed in the Project are persons of right calibre possessing sufficient background in child welfare work. The Block Development Officer and other staff of the Project should be given a short orientation training, if necessary. Proposals for training key persons to be employed in the projects are being examined in the Centre.

Relating To Agenda Item No. 5 : SPECIAL MEETING OF DEVELOPMENT COMMISSIONERS (2. 8. 1962). ON INTEGRATED CHILD WELFARE DEMONSTRATION PROJECTS :

Shri B. S. Murthy, Deputy Minister, Community Development, Panchayati Raj and Cooperation welcomed Shrimati Indira Gandhi, Chairman of the Indian Council of Child Welfare.

2. Shrimati Indira Gandhi, in her opening address said that even though the impressive need for child development and welfare had been recognised in our five year plans, yet nothing concerted had so far been done in that direction. A generation has thus been lost in the meantime. There was urgent need to build up the human material. She stressed that so long as neglect of the child continued, the country would not have that revolution in out-look which the Community Development Organization had set out to achieve. Institutions like the Indian Council of Child Welfarg and the Central Social Welfare Board and the Government had done some work but these programmes were not integrated and hence a total approach to the problem was lacking Another difficulty was that no guiding experience was available which could be drawn upon by institutions engaged in this work. It was, therefore, with the idea of gaining experience that Demonstration Projects on Integrated Child Welfare were thought of encompassing an all-sided development of the child upto the age of 16 in regard to not only health, educational and recreational aspects but also development of correct attitudes and making available vocational training facilities. In regard to selection and staffing of these demoustration projects she made the following suggestion :—

(a) Only those blocks should be chosen which are compact, well developed, easily accessible and are such as offer best possibilities of good results. In fact it was not necessary to cover the whole block if the staff and services were considered inadequate—only a part of the block could be selected for coverage. What was necessary was that the coverage achieved should be intensive.

(b) The chief Child Welfare Organiser and other staff should work under the B. D. O. as part of the block team.

(c) It would be preferable if a block already been selected for Applied Nutrition Programme was selected for this demonstration project also.

(d) Good Mukhya Sevikas could be selected as Chief Welfare Organisers. They could be put through special orientation courses at the Central level to achieve common understanding andoutlook. The B.D Os of the selected blocks should also be given some orientation. Other organisers could be trained at the State levels.

3. Madam Paul Pont of the Institute for Children, Paris, who was advising the Ministry of Education on this subject, explained the programmes that should be taken up in regard to various age groups. She particularly stressed that the programme for the higher age group should be geared to employment opportunities through proper vocational training.

4. Shri Tarlok Singh, Additional Secretary, Planning Commission said that in the initial stages of the programme it might be necessary for the Indian Council of Child Welfare itself to secure trained personnel and place it at the disposal of the State Governments for employment in these projects in case such personnel was not locally available. He felt that it would be helpful if a more adequate exposition of the programme, its objects and how it was to be implemented was given to the States.

The Development Commissioners explained the progress in the matter of selection of blocks for these projects in their States. Some of the issues raised by them were :—

(1) Much larger field staff was needed than provided in the scheme. If necessary, the number of child welfare organisers may be reduced and field workers increased. The scheme should be worked out in all its details.

(2) It should be integrated with women's and children's welfare schemes i.e. Mukhya Sevikas and Gram Sevikas of the normal Community Development Programme also should be drawn into it.

(3) As the production programme claimed most of the time of the B.D.O., the person primarily incharge of this programme should be the Chief Child Welfare Organiser who may even be a gazetted officer working as an Assistant B.D.O.

(4) As funds and staff may not be adequate to cover the whole block only a key area of 10 to 15 villages in a block shohld be selected for the project. Area where good voluntary workers already exist should be chosen.

(5) A separate committee of the Panchayat Samiti should be responsible for coordinating the programme.

(6) The consensus of opinion was that Development Commissioners should be in over all charge of the implementation of these projects as a number of departments were involved. Day to day responsibity could be with the Education Department/Welfare Department of the State.

Secretary, Ministry of Education, Government of India said that the programme should be launched on 2nd October, 1962, and that before that, a short orientation course should be arranged for the concerned B.D.Os. in September, 1962. It was also pointed out by him that there was no rigidity about the figure of five lakhs for each project and that it could be varied according to needs of a particular project. Ministry of Education also accepted the proposition that only a part of the block may be taken up if the State Government so chose.

Smt. Ramachandran, Deputy Minister for Education, Government of India stressed that all the existing schemes should be fully integrated, viz., mid-day meals programme, the programme of text-books for school children, applied nutrition programme, the training-cum-production centres scheme etc. She added, that as many projects as were ready should be launched on October 2, 1962.

Agenda Item No. 6 HOLDING OF REGIONAL STUDY CAMPS OF M. Ps., M.L. As AND OTHERS

(1) A study camp of Members of Parliament on Community Development, Panchayati Raj & Cooperation was held in New Delhi o 23rd and 24th June, 1962. More than 100 Members of Parliamen participated in the camp. It was the general view of the members th such camps should also be held in different regions of India and that should also include M.L. As who are members of the State Informa Consultative Committees, and academicians in the Universities intereste in rural problems.

(2) Accordingly it is proposed to organise four regional camps as indicated below :—

(i) The first Camp is to be held at Triupathi in Andhra Pradesh during September, 1962 for the States of Andhra Pradesh, Kerala, Madras and Mysore.

(ii) The second camp at Rajgir in Bihar during October, 1962 for the States of Assam, Bihar, Orissa, West Bengal and Manipur and Tripura.

(iii) The third camp at Poona in Maharashtra during the first half of January, 1963 for the States of Gujarat, Maharashtra and Madhya Pradesh and Goa and Nagar Haveli.

(iv) The fourth at Rai in Punjab during the later half of January, 1963 for the States of Jammu & Kashmir. Punjab, Rajasthan, U.P.. Himachal Pradesh and Delhi.

(3) The exact dates will be finalised in consultation with the State Governments concerned. Care will be taken to organise the camps when the Parliament and the concerned State Legislatures are not in session.

(4) The camps are likely to be of three to five days' duration. It is hoped that each State Government will agree to depute all the M.L. As who are members of the State Informal Consultative Committee. It is proposed to invite to these camps Members of Parliament from the concerned States, who are members of the Informal Consultative Committee of the Ministry of Community Development, Panchayat Raj & Cooperation and other interested M.Ps. It is etimated that each camp will be attended by about 100 delegates.

(5) These proposals are for the consideration of State Ministers.

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